

An Analysis of the Implementation
of the Recommendations of the County School
Building Surveys of Specified Counties of Florida

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CHAPTER I

INTRODUCTION

One of the most critical problems facing the school officials, school boards, and citizens today is that of providing adequate school facilities for housing the school population. The migration of the rural people to urban areas, the shifting of downtown population to suburban areas, and the expanding curriculum have contributed to increase the need for school facilities. Millions in large urban centers have felt so hemmed in by their neighbors and surroundings that they have sought to move to the suburban areas which in turn have become congested. Statistics indicate that in most states, building needs are greatest in suburbs. Small cities rank second in need, and big cities third. The need for new school buildings is apparently least in rural areas.¹

Educators have tried to find a method for determining the need and providing the buildings needed. There is a great difference between the need for new school buildings and the number being built. The application and effectiveness of the scientific method in other fields has caused educators to take note of its possibilities for education.

The educational survey method has been one of the most productive

¹The Committee for The White House Conference on Education:
A Report to the President (Washington, D. C.: U. S. Printing Office,
April, 1956), p. 28.

scientific methods which has developed in the last half century for determining the needs of education. Three factors make it necessary to improve or to evaluate constantly the methods used in appraising the educational system. These are: growth in school enrollments, the shortage of school buildings, and increased costs for schools.

It is true that educational studies were made prior to the twentieth century. A large number of these studies were made by educators, either as persons outside the local staff experienced in the techniques of the survey or as members of the school's staff. However, the techniques for formal educational surveys have been developed in the twentieth century. Not until the last twenty or thirty years has the survey method been widely used and accepted in educational research.

For the general orientation of one who wishes to understand the origin of the survey movement, mention should be made of the study by Howard¹ in 1779; by Le Play,² 1895; by Riis,³ 1890; by Residents of Hull House⁴ in 1885; Booth⁵ in 1892-97; and Lincoln Steffens⁶ in 1904.

¹John Howard, The State of the Prisons in England and Wales, Fourth edition (London: John Aikin, 1792).

²Frederick Le Play, Les Ouvriers Europeens (Paris: Imprimerie Imperiale, 1855), 6 Vols.

³Jacob A. Riis, How The Other Half Lives (New York: Charles Scribners' Sons, 1890).

⁴Hull House Residents, Hull House Maps and Papers (New York: Thomay Y. Crowell Co., 1895).

⁵Charles Booth, Life and Labour of the People of London (London: MacMillan Co., 1892-97), 17 Vols.

⁶Lincoln Steffens, The Shame of Cities (London: H. Hememan, 1904).

Actually sociologists developed the formal survey techniques long before they were commonly used for education.

Sears¹ believed that the survey was not itself a definite research technique but is rather the overall interpretation and synthesis of facts discovered through more detailed research techniques. In expressing the value of a survey Segal said:

A survey properly conceived and executed is the most comprehensive and at the same time the most valuable of all research undertakings, because it deals with the broad aspects of actual field (or life) situations.²

The problem of providing school facilities for the ever expanding population has become so great that planning can no longer be accomplished at the local school level only but there must be long-range planning on a state-wide basis using the competent assistance and leadership of representatives of the State Department of Education. The local officials are encouraged in the continuous study and appraisal of the school system. Rousser in Review of Educational Research made this statement:

The progressive development of programs of public education requires continuous study and appraisal by the local school officials, on the one hand, and the periodic review and evaluation by groups of specialists from without the system on the other. The school survey fulfills this latter need. Often it is only when conditions are studied objectively and appraisals made by disinterested parties that true conditions are revealed which may be made the basis for long-time plans of improvement.³

¹Jesse B. Sears, "School and Community Surveys," Review of Educational Research, IX (December, 1939), 508.

²David Segal, "Survey and Trend Studies," Review of Educational Research, XII (December, 1942), 492.

³Walter C. Rousser, "School Surveys," Review of Educational Research, XIII (October, 1943), 362.

Most of the early school surveys were conducted by educational experts outside the school system. Representatives of the Teachers' College of Columbia University during the nineteen-twenties and nineteen-thirties and representatives of Peabody College for Teachers during the nineteen-thirties were among the leaders in the initial use of the survey for educational purposes. Their representatives went into many states and conducted many school surveys. There are many published survey findings by these groups. From 1925 through 1940, Teachers' College of Columbia University conducted, under the directorship of Professor George Strayer, a large number of surveys through a division of that institution. This field work has been regarded as an organized means of giving advanced students of school administrative contact with concrete school situations in a large number of centers.

Holy described in considerable detail the procedures used in school plant surveys under two types of organization:

(a) those in which a group of survey specialists are called in from the outside for the purpose of directing the survey, and (b) those in which the survey is developed by persons within the system. It might be added that the first procedure is much more common, owing largely to the provisions for such service by increasing number of state departments of education and state universities.¹

The method of conducting the school survey is undergoing change and the trend is more toward the cooperative type survey. In these surveys, provision is made for lay citizens and educators in the community and state department representatives as well as experts from outside

¹T. C. Holy, "Making a Scientific School Plant Survey," Nation's Schools, VII (April, 1931), 21.

the system to work together in planning and carrying out the study.

This trend toward the cooperative type survey was pointed out by

Sumption in the following statement:

It is clear that both the concept and the method of the school survey are undergoing significant change, and from the present trend, it might be predicted that the survey of the future will be a school-community planning project in which the 'expert' staff will serve largely, if not entirely, in the advisory capacity.¹

The value of cooperation in conducting the school survey cannot be over-emphasized. Morphet expressed this feeling:

Other things being equal, a study which involves extensive participation by both educators and lay citizens on a cooperative basis, offers greater possibilities than a study carried out by either group working alone.²

In Florida, the State Department of Education, in cooperation with the staff of the University of Florida, has been conducting surveys for a number of years. Since the enactment of the Minimum Foundation Program Law in 1947 at least one survey has been conducted in each county to determine school building needs.

The statement of the problem, purpose of the study, need for the study, procedures and sources of data, limitations, definition, related research, and plan of the study will be presented in the following.

The Problem

The problem in this study is (1) to ascertain the extent to which

¹M. R. Sumption, "A Survey of Surveys," Nation's Schools, LVIII (March, 1956), 92.

²E. L. Morphet, "How to Conduct A School Survey," School Executive, LXVII (April, 1948), 13.

the proposals of the State Department of Education School Building Survey Staffs have been implemented, (2) the degree of cooperation between local and state officials and (3) the reaction of local officials to school plant surveys. An effort will be made to determine to what extent the recommendations have been implemented and to what extent they have been accepted. The opinion of the county superintendents of public instruction and of county school board members as to the benefits received by the county will be obtained. The suggestions for improving the survey program will be secured.

The title of the study is stated as follows: "An Analysis of the Implementation of the Recommendations of the County School Building Surveys of Specified Counties of Florida".

Purpose of the Study

The primary purpose of this study is to test the hypothesis that the County School Building Survey Program conducted by the Florida State Department of Education has been a valuable service to the Florida County Boards of Public Instruction in planning the school building program of the counties studied.

Need For Study

Great interest has been shown in the improvement of school plant planning in the nation during the past decade. The first comprehensive survey of the Nation's public elementary and secondary school plant facilities which had ever been attempted was completed under the immediate

supervision of the several participating state educational agencies in cooperation with the United States Office of Education.¹

Leaders and workers in school plant planning and various educational and other organizations have, for many years, been making estimates of the amount of classroom construction needed (1) to replace the obsolete facilities; (2) to accommodate increased enrollments; (3) to reduce the backlog in classroom space needs; (4) to permit the needed reorganization of small uneconomical school districts; and (5) to permit the expansion of educational programs to include many services now considered essential.² The Council of State Governments estimated in 1949 that at least 298,985 new classrooms and related facilities should be constructed during the next five years and estimated the need for a ten year period to be 450,000 new classrooms.³ In November 1951, the Chief of the School Housing Section of the Office of Education concluded that 600,000 public elementary and secondary classrooms would be needed during the next seven years.⁴

The White House Conference⁵ on Education of 1955 estimated the

¹Office of Education, Report of the School Facilities Survey (Washington, D. C., 1951), p. 1.

²Ibid., p. 2.

³The Council of State Governments, The Forty-Eight State School Systems (Chicago: The Council, 1949), p. 109.

⁴Ray L. Hamon, "How Many Classrooms Do We Need?" School Life, XXIV (November, 1951), 31.

⁵Op. cit., p. 27.

total classroom needs for the entire nation at present to be 198,625. If the expected enrollment of 1959-60 were enrolled now, the need would be for an estimated 375,000 classrooms. This 1959-60 need will be affected by construction between now and then, by retirement of buildings presently in use, and by population shifts away from existing buildings. The committee estimated the present construction rate to be less than 60,000 classrooms per year. If this rate continues for the next five years, 300,000 classrooms will be built which is still short of the estimated 375,000. About 150,000 classrooms or three-fourths of the present need, is the result of a backlog shortage; and the other one-fourth, or 50,000 classrooms, is said to be due to increased enrollments. Only ten of the forty-one States and Territories which reported are gaining on need. Twelve are keeping up with their needs, and nineteen are losing ground.

Construction costs vary from year to year and from one part of the nation to another. Therefore, the committee made no attempt to pinpoint the shortage of school buildings in terms of dollars. The estimated sum which should be spent on school buildings by 1960 varies from \$10 to \$15 billion. If the people of this nation continue to want school buildings of high quality, continue to resist reorganization and school re-districting, if the birth rate remains high, and if construction costs continue to rise, most estimates will prove to be low.¹

The United States Office of Education estimates that the school population will increase one and one-fourth million in the next few years.

¹Ibid.

The White House Committee estimated it would cost \$1300 per pupil to provide school facilities for the increase in school population. This \$1300 multiplied by 1.25 million equals \$1,625 million which indicated the cost will be that annually to take care of the increase in population, assuming that building costs will continue at approximately the 1955 level.¹

It is evident that billions of dollars will be spent throughout the nation on school buildings during the next few years. It is obviously desirable that these funds be spent wisely. As has been indicated previously, the school plant survey technique is being widely used to plan school plant construction. Just how effective is this technique?

It is impossible for a study of this type to evaluate the effectiveness of school plant surveys throughout the nation. Therefore, it was decided to make extensive use of school plant surveys in a state which had made use of the school plant surveys.

Florida was selected as a state for intensive study for the following reasons:

1. Florida inaugurated a state-wide school plant survey program in 1947.
2. All sixty-seven local administrative units have had one or more school plant surveys since 1947, and extensive data are available for all counties.
3. Florida schools are administered under the county unit system.

¹Personal interview with Dr. R. L. Johns, Professor of Educational Administration, University of Florida, June 14, 1956.

Therefore, the local school units are relatively large. Furthermore, each local school unit contains both urban and rural territory.

4. All counties in Florida have been surveyed by survey teams organized by the Florida State Department of Education. These survey teams have used techniques approved by the State Department of Education. Therefore, the surveys are comparable in techniques and procedures.

5. The State of Florida includes a great variety of conditions. Some counties are growing extremely rapidly in population and others are losing population. Some counties are largely urban and some are almost exclusively rural. Some counties have a high per capita assessed valuation and others have a low assessed valuation. Some counties have a high educational level of the adult population and others have a low general educational level.

Because of the reasons described above it is believed that conclusions arrived at from an intensive study of the effectiveness of school plant surveys in Florida would be of nation-wide interest.

There are other factors which make it appropriate to study school plant surveys in Florida. The 1945 legislature authorized a comprehensive state survey of the educational needs of Florida. The survey was directed by a citizens' committee appointed by the Governor. This committee after a two year study presented its recommendations in a formal report. This study resulted in the enactment by the 1947 legislature of a comprehensive foundation program law which, in addition to allotments for salaries, other current expenses, and transportation, provided \$300 per instruction unit annually in the Minimum Foundation Program Fund for capital outlay and required a \$100 matching fund from local

sources. Two years later this law was amended to provide the entire \$400 per instruction unit for capital outlay purposes. The law contains the following provisions for the expenditures of these funds:

. . . that the amount included in the Minimum Foundation Program for capital outlay and debt service, plus the additional amount provided by the county as set forth herein, shall be expended only upon capital outlay projects and service for new projects approved by the State Superintendent in accordance with regulations of the State Board, on the basis of a survey authorized under regulations of said Board, until all major capital outlay needs in the county have been met, and thereafter any portion of the fund approved by the State Superintendent under regulations of the State Board may be used for debt service; . . .¹

In 1952 a Constitutional amendment was adopted by the people which provided capital outlay for thirty years beginning January 1, 1953. The following provisions are made with respect to capital outlay:

. . . the first proceeds of the revenues derived from the licensing of motor vehicles to the extent necessary to comply with the provisions of this amendment, shall, as collected, be placed monthly in the County Capital Outlay and Debt Service School Fund in the State Treasury, and used only as provided in this Amendment. Such revenue shall be distributed annually among the several counties in the ratio of the number of instruction units in each county in each year computed as provided herein. The amount of the first revenue derived from the licensing of motor vehicles to be set aside in each year and distributed as provided herein shall be an amount equal in the aggregate to the product of four hundred (\$400.00) dollars multiplied by the total number of instruction units in all the counties of Florida. The number of instruction units in each county in each year for the purposes of this Amendment shall be the greater of (1) the number of instruction units in each county for the school fiscal year 1951-52 computed in the manner heretofore or hereafter provided by general law, or (2) the number of instruction units in such county for the preceding school fiscal year computed in the manner

¹Florida Statutes, 1947, Section 236.07(6).

heretofore or hereafter provided by general law and approved by the State Board of Education (hereinafter called the State Board).¹

Information relating to capital outlay and debt service fund can be found in the regulations of the State Board of Education as follows:

The amount provided by the State for the capital outlay and debt service fund for each county, determined as provided by law and the regulations of the State Board, shall be encumbered and held in the State Treasury to the credit of the county school fund of the respective counties and shall not be transmitted to any county during any year until the State Superintendent ascertains and certifies that the county has submitted an adequate and acceptable plan and program for using capital outlay and debt service funds in accordance with the provisions of law.²

A few surveys were conducted in Florida school systems prior to the enactment of the Minimum Foundation Program Law in 1947, but these were principally in the larger school systems. Smith and O'Dell in Bibliography of School Surveys and References on School Surveys indicated that prior to 1931 there had been three city surveys, three county surveys, and five state surveys conducted in Florida. The three city surveys were comprehensive school surveys of Alachua (1925), Jacksonville (1928), and Tampa (1926) Florida; the county surveys were comprehensive school surveys of Gadsden County (1926), and Lake County (1928) Florida, and the other county survey was a school health survey of Manatee County (1915) Florida. Four of the state surveys (1921, 1922, 1924, and 1930) were listed as comprehensive school surveys of Florida and the fifth

¹Constitution of the State of Florida, Article XII, Section 18.

²State Board Regulations, Adopted 1950, p. 185.

state survey was a survey of high school libraries of Florida (1928).¹ Smith and O'Dell indicated that prior to 1938, there were two city surveys, two county surveys, and three state surveys conducted in Florida. The two city surveys were comprehensive school surveys of Key West (1926) and Martin (1929) Florida. One of the county surveys was a school survey of Alachua County (1932) Florida for purposes of consolidation, and the other was a comprehensive school survey of Polk County (1936) Florida. One of the three state surveys of Florida was a school management survey of Florida schools (1932), another state survey was listed as a survey of teaching, and the third state survey was a comprehensive survey of Florida schools.² The date of the latest survey in the list compiled by Smith and O'Dell was 1936. Between 1936 and 1947 there were school plant surveys in Broward County,³ Escambia County,⁴ Madison County,⁵ and Dade County,⁶ Florida.

¹Henry L. Smith and Edgar A. O'Dell, "Bibliography of School Surveys and References on School Surveys," Bulletin of School of Education, Indiana University, Vol 8 (1931), 28.

²Ibid., Vol. 14 (1938), 33.

³A Study of Broward County Schools, Florida School Survey Series, 1938, No. 1. Report of Florida State Department of Public Instruction prepared in cooperation with Broward County school officials, principals, and teachers (Tallahassee, Florida, May 28, 1938).

⁴Florida State Department of Education, School Program for Escambia County, Florida (Tallahassee, Florida; the Dept., 1941).

⁵Florida State Department of Education, School Program for Madison County, Florida (Tallahassee, Florida: the Dept., 1941).

⁶Florida State Department of Education, Schools For the Miami Area, Dade County, Florida (Tallahassee, Florida: the Dept., 1940).

No funds were provided by the State for school buildings and the limited local funds available were allocated for teachers' salaries. There were no local funds to put into local plant construction. Few, if any, bond issues for school building construction were passed. Although a requirement for an "annual capital outlay program and budget"¹ was included in the school laws, there was no practical way to enforce it. The annual foundation program capital outlay allotment can be expended only for projects approved by school building surveys conducted by a staff approved by the State Superintendent of Public Instruction. Since 1947 each of the sixty-seven county school systems of Florida has had one or more county school building surveys. This was reported by Leps in The Minimum Foundation Program for Education in Florida when he stated:

In 1947-48 school plant surveys were conducted in the 67 counties of Florida under the direction of the State Department of Education in cooperation with the University of Florida.²

Capital outlay funds have been released to the counties for school buildings in accordance with priorities for needs based on the recommendations of the school building surveys conducted under the direction of the Florida State Department of Education with the cooperation of Staff Members of the University of Florida, and Florida State University, and from the Florida Public School System.

¹Florida School Laws, 1939, Section 918.

²Joseph M. Leps, The Minimum Foundation Program for Education, Civic Information Series #8, Public Administration Clearing Service of the University of Florida (Florida, 1951), p. 6.

Is the county school building survey program meeting the needs of the counties? Are the recommendations of the surveys being implemented? If not, why not? What is the attitude of the county superintendents of public instruction and county board members toward these surveys? The purpose of this study is to find answers to these questions.

Procedures and Sources of Data

1. A review has been made of the pertinent available literature. Materials included were textbooks, magazine articles, unpublished doctoral dissertations, monographs, school survey reports (including national, state, county and district, county and individual), Florida School Laws, periodicals, Florida State Superintendent's Biennial Reports, Review of Educational Research, Research Studies in Education, Encyclopedia of Educational Research, and U. S. Government publications.

2. Nine counties of Florida were selected for intensive study. They were determined by taking the total school enrollment of each of the counties of Florida for 1948-49 and comparing it with the school enrollments for 1953-54. The sixty-seven counties were ranked according to the per cent of growth for the five year period. The three most rapidly growing counties—Brevard, Collier, and Broward; the three average growing counties—St. Johns, Marion, and Alachua; and the three static or decreasing counties—Gilchrist, Union, and Lafayette were selected as the group of counties for intensive study.¹ A check was made to determine

¹A copy of information about the counties included on page 24 of this study.

the number of surveys conducted in each of the nine counties of this study group. All the recommendations of these surveys and amendments to the surveys were used in this study. Of the total surveys conducted in each county, the latest survey was used, providing that such survey was made prior to February 1950. Any survey considered must have been made at least five years prior to the date of this study in order that the county may be given time for implementation of the recommendations. Surveys conducted in the nine counties after the date of the survey used in this study for that county, were considered as amendments to the original survey.

3. Rapport was established with the superintendents of the nine counties by means of letters and personal interviews.

4. The degree of implementation of the recommendations of the school building survey at old and proposed new centers was determined by means of a check list which was completed by the writer while interviewing the superintendent of public instruction of the respective county. Data sheets¹ were developed which provided space for listing the survey recommendations and the extent to which each county had implemented the recommendations. If construction had already been completed or if construction were under way the recommendations were considered implemented. Data for the survey recommendations were taken from the official survey on file at the State Department of Education. Data for implementation of the survey were secured from visitation in each of the nine counties.

¹A copy of data sheet included on page 217 of this study.

5. The degree to which the recommended method of financing the proposed program was meeting the needs of the county was determined by another data sheet. This data sheet¹ gave the possible methods of financing the proposed building program as recommended by the survey staff and included the possible methods of financing school building programs in Florida. Information for the data sheet was taken from the official survey on file at the State Department of Education. The method or methods used by the county to finance the county school building program was recorded on the data sheet by the writer while interviewing the superintendent of public instruction of the county.

6. The degree to which the survey recommendations, in regard to space, estimated cost, estimated growth, school centers, and school consolidations were meeting the needs of the county, was determined by a check list. This check list² was designed to list the survey recommendations and to find the opinions of the superintendents and school board members about the recommendations. This check list was sent to each superintendent and school board member of the sixty-seven counties of Florida.

Limitations of the Problem

The intensive aspects of the study have been limited to the recommendations for new construction and have included only a sample of

¹A copy of data sheet included on page 218 of this study.

²A copy of the check list included on page 220 of this study.

three counties from each of three groups. The following were chosen as a means of selecting counties for this study:

Group "A"—Rapidly Growing Counties.

Group "B"—Average Growing Counties.

Group "C"—Static or Decreasing Counties.

The three groups were selected by using the total school attendance for the school year 1948-49 and comparing it with the total school attendance for the school year 1953-54.¹

This study was further limited to the use of surveys which had been conducted since 1947-48 and prior to February 1950 with a minimum elapsed time of five years from the date of the survey to allow time for implementing the recommendations.

Definitions of Terms

Rapidly Growing Counties. Those counties which have shown the greatest per cent of increase in total school population in the five year period between 1948-49 and 1953-54.

Average Growing Counties. Those counties which ranked in the middle per cent of school population growth over the five year period.

Static or Decreasing Counties. Those counties with the lowest per cent or decreasing school population growth.

School Center. The place of location of any school or schools on the same or on adjacent sites.

¹Biennial Reports from State Superintendent of Public Instruction (1948-49 and 1953-54).

County Superintendent. The superintendent of public instruction who is the chief school officer of the county system.

School Board. The board of public instruction which constitutes the chief local governing body for the public schools.

Board of School Trustees. The trustees of District #1 which is county wide in area.

Other Facilities. The rooms or space other than regular classrooms, commonly listed as general service, special, and administrative, i.e., libraries, auditoriums, gymnasiums, cafeterias, toilets, and others.

Related Research

Study of records available indicated that there had been no research conducted in Florida relating to the subject with which this study deals. There have been a few studies and articles written on a nation-wide scale, that is, a study of similar title—analysis of surveys to determine the degree of implementation of the survey recommendations.

Probably the earliest information or study of similar title or content was written by Ayres, entitled A Survey of School Surveys.¹ A study conducted by George Peabody College for Teachers, A Survey of Surveys,² analyzed and evaluated the service rendered by the College's

¹L. P. Ayres, A Survey of School Surveys, a report of the Second Annual Conference of Educational Measurements, Indiana University (1915).

²George Peabody College for Teachers, Division of Survey and Field Services, A Survey of Surveys (Nashville, Tenn., 1952).

Division of Surveys and Field Services. The Peabody Study was a self-analysis type and in that way more nearly parallels this study.

Since 1930 the Division of Surveys and Field Services has rendered a wide variety of services to education throughout the south and the nation. The division has been especially active in conducting comprehensive school surveys since 1945, to the extent that some degree of selection and choice became necessary in order to limit the number of projects for which commitments could be made. John E. Brewton, Director of the Division, initiated a survey of surveys in 1951 for two purposes. The first was to make a periodic analysis of procedures as a basis for improving the quality of service. The second was to study the local activities which follow a survey as a basis for identifying helpful suggestions for school leaders. This study of surveys was limited to fifteen comprehensive surveys conducted by the division during the five year period 1946-50. School building surveys were not included.

The findings of this study support the established policy of the division to conclude its survey activities with the delivery, explanation and discussion of the final report. The findings also indicate the importance of consultative services while the report is being analyzed, and especially during the implementation of those proposals and suggestions found acceptable and endorsed by the school system.

Sumption in A Survey of Surveys¹ has shown the changes in the

¹M. R. Sumption, "A Survey of Surveys," Nation's Schools, LVIII (March 1956), 91.

procedures and philosophy of surveys of the last decade as compared to the original surveys of the first four decades of this century.

Sumption sought to determine how much the concept of the school survey has changed and what the nature and extent of local participation might be in survey projects sponsored by educational institutions in the country. He sent inquiries to one hundred representative institutions from every state in the union with the largest number of students enrolled in their colleges or departments of education. The response to the questionnaire was one hundred per cent.

Sumption concluded that "Getting the facts for that long-time program is a community job with laymen, school people, and the expert participating." He further concluded that:

The collection of information basic to evaluation and planning has become in many instances a total school-community effort involving both lay and professional people. The erstwhile common practice of 'expert' collection of data is now the exception rather than the rule. The analysis of data has to a lesser degree also become a cooperative task in which lay people and the professional staff of the community join hands with the universities or colleges' survey staff.¹

A study by Campbell was similar, in part, to this study. Campbell in "Factors Contributing to the Abandonment of School Buildings"² analyzed many of the reports of Florida school building surveys conducted in all of the sixty-seven counties of Florida between 1946 and 1952. He

¹Ibid.

²James T. Campbell, "Factors Contributing to the Abandonment of School Buildings," (unpublished doctoral dissertation, University of Florida, Gainesville, Florida, June, 1952).

was concerned with the significance of these surveys in determining factors in school building abandonment. He felt, due to the survey staffs competency to determine facts and make recommendations, the survey reports may validly be taken as representing the concensus of expert opinion on the causes of abandonment of school buildings.

Copeland's study, "Public School Indebtedness in Florida"¹ is related indirectly to this study of surveys. He traced the development of public school indebtedness and the laws pertaining thereto from 1880 to 1949 on terms of the causes and effects involved. He showed that in the ten year period from 1917 to 1927 debt service on capital outlay in Florida's public schools increased twice as fast as current expenses. He further showed the need for: (1) supervision in order to control the indebtedness; (2) better planning and financing for school building programs; (3) better qualified county school administrators; (4) centralized authority in the county board; and (5) continued improvement in the working relationship between the counties and the State Department of Education.

Plan of the Study

The plan of the study is as follows: The introductory chapter is followed in Chapter II by a review of literature for making school building surveys with special reference to the development of the school

¹Richard W. Copeland, "Public School Indebtedness in Florida," (unpublished doctoral dissertation, University of Florida, Gainesville, Florida, February, 1952).

survey movement. Also included is a discussion of the scope of the surveys, changes in composition of survey staff and school building surveys.

The background for school surveys in Florida is given in Chapter III. Also included in Chapter III are School Laws of Florida pertaining to school buildings and financing. Also given are the school laws pertaining to the duties of the superintendent and school board members as applied to capital outlay expenditures. This is followed by a discussion of the methods for conducting school surveys in Florida. The procedural steps for making surveys are given from the time the county school boards request a survey until the report of recommendations has been returned to the county.

Chapter IV contains the discussion of the implementation of the recommendations for the surveys of nine counties used for intensive study. The study also includes a discussion of methods of financing proposed building programs.

The opinions of the county superintendents and school board members of Florida are discussed. The suggestions for improving the methods of reporting survey staff findings to the community are given. Also given in this chapter are the suggestions for improving the techniques of the surveys so that findings will be of greater value to school officials.

The final chapter, Chapter V, summarizes the information as described in Chapters III and IV. Certain conclusions are reached in regard to surveys and recommendations are made based on the conclusions drawn from this study.

INFORMATION ABOUT THE SAMPLE COUNTIES

The Top Three Rapidly Growing Counties

County	School Population 1953-54	Population 1948-49	Per Cent of Growth	Rank
Brevard	7,642	3,814	100.4	1
Collier	2,241	1,123	99.6	2
Broward	26,079	13,269	96.5	3

The Three Average Growing Counties

St. Johns	4,645	3,766	23.5	34
Marion	9,768	7,939	23.0	35
Alachua	11,798	9,645	22.3	36

The Three Lowest (or decreasing) Growing Counties

Gilchrist	913	1,004	- 9.1	65
Union	1,112	1,226	- 9.3	66
Lafayette	812	961	-15.5	67

CHAPTER II

ORIGIN AND DEVELOPMENT OF SCHOOL BUILDING SURVEYS

Introduction

About 1910 the school survey began to develop as an important procedure in school administration. The first school surveys were of city schools beginning in 1910. Since that time the idea has been broadened to include state, county, university, and nation-wide surveys as well as surveys of finance, curriculum, instruction, buildings, administrative organization, and other phases of school work. Cubberley defined the survey as follows:

The school survey is a tool which has enabled us to develop an important form of educational engineering by means of which problems of a school system may be determined, a more intelligent procedure in the organization and administration and supervision of a school system may be formulated, waste may be eliminated, and the returns on the investment of time and money and human effort put into education may be materially increased. As the science of engineering is based on a thorough survey of conditions and problems, exact measurement, experimental control of processes, and a reorganization and readjustment of procedures in the light of facts; so educational engineering must be based on a thorough survey of conditions and problems, careful study and testing of existing procedures, and the formulation of a remedial and constructive program to replace inaccurate procedures, subjective opinion, and wrong administrative organization and methods, that waste in time and money and energy may be prevented. It is this new technique that the school survey has brought to educational work, and in consequence the survey stands today as our most important means for educational diagnosis.¹

¹J. B. Sears, The School Survey, editor, E. P. Cubberley (Boston: Houghton Mifflin Company, 1925), p. vii-viii.

Gubberley further stated that, as a result of the school survey, school administration "is rapidly being changed from guess work and the use of practical experience procedures into a source of increasing educational returns through the application of modern methods to the problem of the school."¹

The probable reason for the almost immediate success of the survey was pointed out by Sears in The School Survey. He suggested that:

With a critical public opinion demanding economy and efficiency, and with a new conception of education growing rapidly into a science of education, we had both the motive and means by which the survey movement could take form.²

Surveys Prior to 1910

The term school survey has not always been used to indicate systematic studies of school systems, although for many years educators have felt the need to inspect the schools and make plans to correct discrepancies. Over one hundred years ago Horace Mann and Henry Barnard were inspecting schools of the New England states and writing critical evaluations of what they found. In 1943 the Rhode Island legislature passed an act authorizing the governor to employ "some suitable person as agent" to

. . . visit and examine the respective Public Schools in this state; ascertain the length of time each district school is kept, and at what seasons of the year, the qualifications of the respective teachers of said schools—

¹Ibid.

²Ibid., p. 3.

the mode of instruction therein,—collect information of the actual condition and efficiency of our Public Schools and other means of popular education; and diffuse as widely as possible among the people a knowledge of the most approved and successful methods of arranging the studies and conducting the education of the young, to the end that the children of this State who depend upon the common schools for instruction, may have the best education that those schools may be made to impart; and shall make a report to the Legislature, with such observations and reflections as experience may suggest, upon the condition and efficiency of our system of popular education, and the most practicable means of improving the same.¹

Even before Mann and Barnard studied the schools, Victor Cousin, a representative of the French educational system, had visited the Prussian schools and had submitted a report that was translated into English in 1932. The Legislature of the State of Ohio requested Calvin Stowe to study the Ohio School System and recommend improvements. Stowe followed the example of Cousin and visited Prussia for the purpose of studying educational practices in that country. The school systems in Prussia at that time were considered among the best in the world and Stowe was of the opinion that many of their better practices could be adapted for use in Ohio. Many other educational leaders visited Prussia for the purpose of studying the school facilities and practices to aid in the improvement of educational facilities and programs throughout the United States.

An incident of major importance in the development of the idea of the school survey was the Act of Congress of March 2, 1867 creating a Department of Education in the President's Cabinet. This Act sets forth

¹John C. Almack, Modern School Administration (New York: Houghton Mifflin Company, 1933), p. 221.

the duties of the department as:

. . . collecting such statistics and facts as shall show the condition and progress of education in the several states and territories, and of diffusing such information respecting the organization and management of such systems and methods of teaching as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the course of education throughout the country.¹

The name of the department was changed to Office of Education in 1869 and to Bureau of Education in 1870. In 1929 it was again changed to Office of Education. In addition to its original functions other important duties have been assigned the Office of Education.

In 1897, J. M. Rice, as editor of Forum, published what may be thought of as the first general survey of a particular educational field--spelling. Although the report on spelling did not use the word "survey" in his article, his method of quantitative comparison of results of teaching and his analysis of the significance of his findings were of the type which later came to be recognized as characteristic of school surveys.²

This brief review has shown how methods and procedures now commonly recognized as an essential characteristic of the school survey have been used for one hundred years or more. The early city school superintendent found it desirable to take occasional inventory of the school system to aid in the improvement of the educational program

¹Ibid., p. 223.

²Charles H. Judd, "Contributions of School Surveys," The Scientific Movement in Education, 37th Yearbook, National Society for the Study of Education, Part II (Bloomington: Public School Publishing Company, 1938), p. 10.

After the department of education was created the Commissioner of Education continued the practice of evaluation and inventory. Later, commissions were appointed to study certain problems and many may be considered as school survey commissions. Many states had at least one education commission and some had two appointed between 1905 and 1910. "With an understanding of its origin one is not surprised and when it first arrived, it seems a little more than a new name for an old practice."¹

Measurement Movement

A series of attacks on the accomplishment of the schools aided in focussing attention on the schools and methods for improving them. Many parents became more interested in the kind of training their children were getting. Many lay organizations demanded an accounting of the effectiveness of the schools.

In order to evaluate the achievement of the pupils quantitatively students of education increasingly supplemented subjective methods of evaluation with objective measurements and scientific techniques. In the early part of the twentieth century the interest in objective evaluation became so great that many leaders in the various fields began to study or focused attention on methods of objective measurement. Thorndike, Terman, Goddard, and many others were among the pioneers in the field of objective measurement.

¹Almack, op. cit., p. 229.

With the advent of objective measurement and the ability to obtain factual scientific data, the evaluation of the school system came to be less subjective. The accomplishment of the child could be measured. His aptitudes could be determined. He could either read, spell, write, or do many other tasks better than the average or less than the average. What was expected of a child of a certain age was determined.

Before something can be defined as good or bad there has to be a standard with which it can be compared. A common base has to be determined. After the standard has been established comparison makes possible judgment, concerning the degree to which the factor measured is above or below average.

What standards or criteria can be established for evaluating our schools? How good are they? What are their faults? How can objective methods be applied toward the betterment of a school system? In order to find the answers to these questions various professional and lay citizens began a systematic and objective study of the educational system.

The need for objective procedures to obtain factual data, analyze information, and formulate hypotheses, recommendations, or programs based on these data became apparent. The civil engineer had used a systematic means to determine the boundaries of properties, the variations in terrain, and other phases of engineering which was known as surveying. Why not use this method in evaluating and determining the needs of education? The early systematic studies were based on the principles used by the surveyor and, therefore, became known as surveys.

Systematic studies of various phases of civilization have been conducted for many years. Included in these early studies have been studies of conditions of health, education, penal institutions, welfare, economic trends, building conditions, religion, sex, family life, vocations, and many others too numerous to mention. The continued interest in the schools was greatly accelerated in the early part of this century and by 1910 became known as the "survey movement".

The early school surveys were comprehensive surveys of the total school system including in most cases recognition of various conditions existing in the community. There is little doubt that by 1915 the school survey had gained momentum and was providing an excellent scientific means for educational improvement and evaluation.

Growing school enrollments, the need to justify large expenditures for capital outlay, and the fact that studies of school building programs may be approached scientifically helped popularize the school plant survey. As more pupils attended school and the curricula expanded, the school systems became too large to be studied efficiently as a total. Therefore, individual facets of the school program were studied. Included in these specialized surveys were studies of school buildings, individual programs, curricula, organization, administration, financing, and others. The school building survey, therefore, came to be one of the most widely used of the specialized survey techniques.

Techniques for conducting school building surveys were improved as a result of research and experimentation. Standards for buildings, sites, and equipment were developed. Much experimentation and research was devoted to lighting, hearing, ventilation, safety, health,

transportation, school district organization, financing, administration and organization, and related phases of the educational program.

In early building surveys score cards developed by Strayer and Engelhardt and other authorities were used in school plant planning and school building surveys. These score cards provided an objective means for comparing school buildings to standards and assigning scores for their evaluation.

The school survey movement had gained considerable momentum by 1915. Between 1915 and 1925 many improvements had been made in the methods and techniques of the survey. During the depression years of the nineteen-thirties very little money was available for school building construction. Therefore, very few school building surveys were necessary.

The possibility of making a survey and rendering objective judgment depends upon the ability of the surveyors to secure and analyze factual data. Surveys prior to the development of measurement techniques were expressions of personal judgment and were considered valid only to the degree that the person rendering the judgment commanded confidence. The development of methods and procedures for scientific, factual, and objective evaluation during the hey day of the measurement movement brought maturity to the educational survey. In discussing the beginning of the school survey movement Judd said:

The year 1910 and the years immediately following may be thought of as the years during which the school survey movement had its real beginning. Up to that time studies of school systems were made either by public officials in the performance of their routine duties or by investigators interested in some

particular phase of education. In 1910 and 1911 a new element entered into the situation. This new element can be described by saying that certain school systems imported experts from outside the system for the purpose of securing advice regarded as superior to that which could be secured from public officials or casual observers.¹

The first school to make use of the outside expert was Boise, Idaho. In 1910 Calvin N. Kendall inspected the Boise schools and submitted a report. This report dealt with such matters as school buildings, teachers, the course of study, the organization of the system, and the attitude of the community. A number of school surveys dealing with the problems of the schools were conducted in 1911; Montclair, New Jersey; East Orange, New Jersey; and Baltimore, Maryland, to mention a few. The Baltimore, Maryland survey of 1911 may be considered as another first in school surveys. It was the first survey for which a staff was employed. Professor E. P. Cubberly and Superintendent C. N. Kendall were secured by U. S. Commissioner of Education, Elmer E. Brown, for the Baltimore study. "The first modern state survey was of Vermont in 1914 by the Carnegie Corporation."²

Engelhardt³ lists some of the earliest school surveys as "Greenwich, Connecticut; Cleveland, Ohio; Butte, Montana; Framingham, Massachusetts; and St. Paul, Minnesota."

¹Judd, op. cit., p. 12.

²Hollis L. Caswell, "Definitions and Classifications of Surveys," Peabody Journal of Education, X (November, 1952), p. 179

³N. L. Engelhardt, Sr., "School Building Surveys Mean Better School Plants," School Executive, LXXII (November, 1952), 60.

The New York survey attracted more nation-wide attention than all the previous school surveys and thereby added greatly to the prestige and standing of the survey movement. The importance of the survey movement was stressed by Judd as follows:

The survey movement has proved to be highly important, not only because of the information that surveys have supplied to the communities and school officers, but also because of the opportunity they have given to students of the science of education to develop techniques of investigation.¹

During the early years of the survey movement the school survey was of the comprehensive type covering all the school program. About 1915 two distinct tendencies appeared in the survey movement. Judd lists them as:

First, specialized surveys dealing with limited aspects of education became common. If a single series of problems, such as those related to the improvement of school buildings, was taken up and the general work of the schools was not included in the survey, the educational system was saved the difficulties that resulted from too extensive demands imposed upon it. Several school building surveys were undertaken.

The second was the substitution for outside surveys of local bureaus of tests and efficiency within the system itself. This was the beginning of the era of continuous surveys. This seems to be true today in the more progressive school systems.²

The interest in and requests for surveys became so great that the supply of competent surveyors soon became exhausted. "It became difficult for school systems to secure services of individuals who commanded

¹Judd, op. cit., p. 15.

²Ibid.

the prestige necessary for acceptance by the people of a community of the results of a survey."¹

Such public agencies as, the U. S. Bureau of Education, the education division of the Russell Sage Foundation, and the Bureau of Municipal Research, have contributed greatly to the survey movement and have alleviated the load by conducting many State surveys. The U. S. Office of Education should be mentioned for the assistance it has given in a number of nation-wide surveys.

There can be little doubt that each school survey has played an important part in the total educational scheme and has been of national importance. "No period in the history of schools of any country has been as thoroughly described and critically evaluated as has the period of education in the United States since 1910."²

If one were to consider the total number of school surveys which have possibly been made of individual school systems, district school systems, county school systems, state school systems, and nation-wide studies of education during the period since 1910 one could readily see the difficulties involved in compiling a summary report of surveys. There has been no comprehensive summary of the reports on public school systems. Smith and O'Dell³ compiled a bibliography of surveys in 1931

¹Ibid.

²Ibid.

³Smith and O'Dell, op. cit., 1931 and 1938.

and 1938 which listed the surveys by state and subdivided into city, county, and state surveys. Wells published a volume on survey reports of higher education.

Judd has referred to the words of Howard J. Savage in order to show the problem that would be involved if a publisher tried to compile a summary of surveys. Savage made comments as follows:

The reports embodying the results of the surveyors' activities are voluminous The best of these reports have profound and lasting effect upon the national welfare. . . . The fact of the matter seems to be that the accurate and comprehensive study, whether national, institutional, or professional, closely knit and prefected by a single individual of marked talent for the collection, evaluation, and presentation of his material has tended on the whole to be of more value than any other type. The educational survey, like most other human enterprises, depends for its worth upon the characteristics of the person or persons responsible for it ¹

The period 1910-1930 witnessed the erection of many superior school buildings in every section of the country. Detailed criticisms made in school building survey reports, the improved training of school officials, and the growing outspokenness of parents and citizens in their criticisms of past planning and in their crystallization of concepts for the new, have contributed to this superior building program. "Early school building surveys pointed the way to new techniques for analysis and new methods of interpretation."²

Definition and Scope of Survey

Many authorities in the educational field have their own

¹Judd, op. cit., p. 18.

²N. L. Engelhardt, Sr., op. cit.

interpretation of the term school survey. Therefore, a brief sampling of the interpretation of the term by educational authorities follows.

Reller¹ said, "To survey means to inspect and to get an overview through attentive scientific analysis and synthesis." According to Ayres,² "It aims to place before the citizens a picture of their schools; a picture so accurate that it cannot be misunderstood, and so significant that it cannot be disregarded." According to Engelhardt and Engelhardt,³ "A survey involves research, an interpretation of facts discovered and the planning of a program in the light of these facts." According to Sears,⁴ "The term has been used more or less loosely, but in general it has been applied to careful, factual studies of educational conditions and results together with constructive criticisms of the findings." Engelhardt and Engelhardt⁵ cited Caswell as defining a survey in its strictest sense as: "A study conducted by outside authorities and designed to measure the adequacy of past and future procedures, or to formulate plans for the future, or both." Harrison stated that a survey is:

. . . a cooperative undertaking which applies scientific method to the study and treatment of current related

¹T. L. Reller, "Shall We Have A Status, Deliberative or Implementative Study of our Schools," American School Board Journal, CIV (April, 1942), 16.

²L. P. Ayres, A Survey of School Surveys, op. cit., p. 176.

³N. L. Engelhardt and Fred Engelhardt, Planning School Bldg. Programs (New York: Teachers College, Columbia University, 1930).

⁴Jesse B. Sears, The School Survey (Boston: Houghton Mifflin Co., 1925).

⁵Engelhardt and Engelhardt, op. cit.

problems and conditions having definite geographical limits and bearings, plus such a spreading of facts, conclusions, and recommendations as will make them, as far as possible, the common knowledge of the community and a force for intelligent co-ordinated action.¹

According to Monroe:

As developed so far, the school survey is a research procedure applied to a school or school system, or to a group of either, in whole or in part, the purpose of which is to evaluate the service and to propose and explain alterations or extensions by which the service may be improved. At the outset emphasis was upon evaluation, this was promptly changed, however, and the survey has been developed as an instrument for improving the schools.²

These definitions seem to emphasize the problem of translating the survey into action through bringing it sharply to the attention of the people of the community and in such a manner as to make action inevitable.

Not only have the authorities used variety in school survey definitions, they have presented, also, various opinions as to the scope and content of the school survey. As mentioned previously, the early school surveys were comprehensive in nature covering the total educational program. An individual school system was surveyed taking into consideration, not only the school buildings, the personnel, and the curricula, but the total community pattern. A survey of this type usually required a longer period of time, a larger and a wider variety of competent help, various techniques and methods for gathering, analyzing and presenting recommendations. Caswell thought that:

¹Shelby M. Harrison, The Social Survey : The Idea Defined and It's Development Traced (Russell Sage Foundation, 1931), p. 20.

²Walter S. Monroe, editor, Encyclopedia of Educational Research, Revised Edition (New York: The Macmillan Co., 1950), p. 1126.

A study to be classified as a product of the modern survey movement, should have four characteristics: present or proposed practices or programs are questioned; a comprehensive study and evaluation is made of the status of all factors relating to the practices or program questioned; both immediate and future needs are stated as they are indicated by the status study and research findings; and, practices or programs are outlined to meet those needs.¹

Comprehensive surveys of necessity have to cover a large variety of subject titles. A comprehensive survey in 1917 of San Francisco schools by the U. S. Bureau of Education acting on an invitation from local civic organizations contained 1200 pages and the following chapter headings:

(1) Facts Relating to San Francisco; (2) Statistical Study of the School System; (3) Administration of School; (4) Finance; (5) School Building and Grounds; (6) Elementary School; (7) Test of Achievement of Pupils; (8) High School; (9) Civic Education; (10) Music; (11) Fine Arts; (12) Home Economics; (13) Manual Training; (14) Vocational Education; (15) Education of the Immigrant in the Evening Schools; (16) School Gardening; and (17) Summary, Recommendations, and Conclusions.²

Generally speaking a comprehensive school survey is an evaluation of the complete program of education, with specific recommendations for its improvement. The comprehensive surveys of local school systems usually included a study of the community, school organization and administration, the instructional program, school personnel, pupil personnel, pupil transportation, physical plant, and finance.³

Although most of the general or comprehensive school surveys

¹Caswell, op. cit., p. 179.

²J. H. Williams, "The School Survey Movement in California," California Quarterly Secondary Education, V (1930), p. 200.

³"Survey of Surveys," op. cit., p. 9.

include a study of buildings and grounds, several cities have called for special surveys of the building program. "The comprehensive school survey endeavored to present objective analysis of the school plant and to utilize acceptable methods in forecasting future building needs."¹

"The rapid growth in population has brought many communities to realize that their school plants are inadequate. To meet the problem efficiently, they have employed an expert from outside the community for impartial study and recommendations."²

One of the most practical contributions by research to the solution of problems connected with the planning of school building programs has been the school plant survey. This was amply shown by Engelhardt and Engelhardt:

School executives confronted with the problem of wisely expending . . . millions of dollars annually (for school buildings) have resorted to research and survey for evidence and assistance. The educational research agencies of the nation furnish the principles, technics, and the standards with which the ever-growing responsibilities arising out of new plant needs might be met Out of these studies and the survey of many school systems, guiding principles have been developed, preferred practices have been indicated, and acceptable procedures have been presented . . . for the organization, the administration, and the financing of school building programs.³

"The emphasis upon buildings more functional from the teaching aspects and more acceptable to children's needs became a subsequent outgrowth of the school building survey movement during the middle nineteen-

¹Engelhardt, op. cit., p. 60.

²Williams, op. cit., p. 1.

³Engelhardt and Engelhardt, op. cit., p. vi.

thirties."¹ Engelhardt calls attention to the fact that:

The early school building surveys repeatedly called attention to commonly occurring faults such as wrong location, combustible character of interiors, housing of classrooms and special rooms in dark basement areas, and the lack of out-of-door play facilities, landscaping, and adequate lighting.²

The scope of the school building survey has been discussed by school authorities and most are in agreement as to its scope. Williams indicated that:

The building surveys usually set forth the nature and distribution of the population, the efficiency of the buildings, the age and expected life of the buildings, the evaluation of the school plant by score-card ratings, the capacity of the city to meet its building needs, and the probable future requirements of the community. It is often necessary to predict the growth in population for several years, and to locate future centers for school sites.³

"There seems to be close agreement on the areas to be studied in a school survey. Most findings show that community background, the educational program, the present school plant, and financial conditions of the district should be considered by the survey committee."⁴

Caswell recommended the following outline of problems which should be given consideration in school plant surveys:

1. Present School Plant
 - a. Analysis of each building-site, building service systems, classrooms, special rooms.
 - b. Building utilization.
 - c. Renovation program.

¹Engelhardt, op. cit.

²Ibid.

³Williams, op. cit., p. 201.

⁴M. R. Sumption, "School and Community Relationships," Review of Educational Research, XXII (October, 1952), 317.

2. Educational Program in Relation to Buildings
 - a. Type of school organization.
 - b. Curriculum offerings.
 - c. Persistence of pupils in schools.
3. Future Building Needs
 - a. Population trends—growth in school enrollment, growth in city population, births by areas for years.
 - b. Residential development—residential saturation on location of new homes, where children live, population centers, industrial areas.
4. A building program with definite steps of development for elementary schools, junior-high schools, and senior-high schools.
5. Financing the building program
 - a. Financial requirements of the program.
 - b. Ability of the community to support program.
 - c. Procedures to be followed in financing the program.¹

Sears suggested the following:

1. definition of educational needs;
2. efficiency of present facilities
3. ability of the city to meet its educational needs
4. constructive proposals including
 - (a) the extent to which present needs are being met,
 - (b) appraisal of the present policy,
 - (c) present and future needs,
 - (d) appraisal of the city's financial ability to meet these needs;
 - (e) financial plan best suited to the conditions of the city.²

Moehlman lists sixteen topics which should be included in a survey which contained many of the same topics included by other writers. The topics included in his list which were not usually listed by other educational

¹Hollis L. Caswell, "School Surveys and Their Influence on Building Problems," Review of Educational Research, VIII (October, 1938), 419.

²Jesse B. Sears, The School Survey (Boston: Houghton Mifflin Co., 1925), p. 116.

writers were such topics as:

1. Survey organizations
2. Architectural service
3. Organization of the report
4. Review and discussion by the Board of Education
5. Organization of the problem of public relations
6. Administration of program
7. Appraisal of program¹

From the listings given above it will be noted that there is general agreement that a school building survey should include as a minimum the following: (1) character of the community, including a detail study of the population, and its activities; (2) school population, including its increase and persistence in school; (3) appraisal of the existing plant, including its utilization for educational activities and its possible utilization in any building program proposed; (4) community educational program and plan of educational organization; (5) ultimate plan proposed; (6) capacity of the community to finance the program.

What is the value of a specialized survey over the comprehensive type? Caswell made an extended study of the results of surveys and found that "in twenty cities in which specialized building surveys were made the changes due to the survey were even more marked than in fifty cities having had general surveys."² "The school building survey results in a school plant with its spaces conforming to educational needs

¹Arthur B. Moehlman, Public School Plant Program (Chicago: Rand McNally & Co., 1929), p. 120.

²Caswell, "City School Surveys," op. cit.

and its materials contributing to human effort."¹

It is particularly important that plans for school buildings be carefully developed in order that needs may be met and that costly mistakes may be avoided. A poorly constructed or improperly located school building may tie up needed funds for many years or otherwise handicap the educational program. Careful planning will help to avoid mistakes in the future. Any adequate school plant program must be planned in terms of the educational needs to be met as well as population trends. Aderhold expressed the influence of the school plant on the effectiveness of the program as follows:

Pupils, teachers, parents, school administrators, and others are constantly making comment on the fact that much of what should be done in school is hampered by the absence or insufficiency of facilities or by the kind of school plant provided. Although it is believed that a better school program is possible only if there is better teaching and better use of the facilities which do exist, it is also held that the character of the physical environment materially influences the effectiveness of the educational program.²

Strayer stressed the importance of the school building to the community when he said:

The physical plant of a school is something vastly more important than mere shelter from the elements Stated simply in a single sentence it may be said with certainty that a school plant is a concrete objective expression of the educational and social philosophy of the community in which it stands. An alert, informed observer with a pass key walking

¹Engelhardt, "School Building Surveys Mean Better School Plants," op. cit. p. 8

²C. Aderhold and others, A Survey of Public Education in Richmond County, Georgia (Athens: University of Georgia, 1950), p. 11.

around and through empty school buildings on a Saturday morning can get a more complete and reliable picture of the educational philosophy of the professional staff, the board of education, and the community in a few hours than he could by days of searching through records, reports, bulletins, and publications.¹

It is not enough to provide a school building for permanence, appearance, and economy. A school building that is to serve as an effective educational asset should include: (1) optimum space allotment, (2) flexibility to meet the changing content and methodology of education, and (3) comfortable and efficient seating, hearing and seating conditions even though they may require increased outlay and maintenance costs.² The conclusion is reached that school plants must be located and planned for size and character so as to fit into that pattern of organization and administration designed to serve most efficiently as the machinery by which good school programs can be provided.³ At the same time it is necessary, according to Warren and Leps that:

The planner of school plants needs to know much more than the number of pupils of the various age groups for whom facilities must be provided. He must analyze the social and economic forces and other factors which determine the number, race, and conditions of the children and adults to be served, the environment which the school plant is supplementing, and further, how the school plant and program may transform the community into a more satisfactory

¹George D. Strayer, Public Education in Washington (Olympia: Director of Surveys, 1946), p. 134.

²Survey Report of Orangeburg City Schools, Nashville, Tennessee (1947), p. 24.

³Aderholt, op. cit., p. 12.

living space.¹

Population Trends

The rapid growth in school population through the nation has continued to make a study of population trends an important prerequisite to school plant planning. Strayer expressed this need for a study of population trends by saying:

Buildings should be located only after a careful analysis of population growth and population needs School sites should be chosen with full regard to future availability and in advance of building needs, so that they may be secured at the lowest possible costs.²

Strayer and Englehardt made this statement concerning population trends:

One of the most important determinants of a school building program is population change. The erecting of a permanent school plant without adequate analysis of population trends may result in considerable waste in capital outlay.³

A Survey of School Building Needs in Riverton, Wyoming contained this statement:

Basic to any survey of public-school building construction is a review of school enrollments and population changes. Trends indicated through such an historical examination, together with a review of

¹J. S. Warren and J. M. Leps, "Procedures for Determining School Plant Needs in Social Terms," Review of Educational Research, XII (1942), 156.

²G. D. Strayer, Abstract of A Survey of the Baltimore Public Schools 1920-21 (Baltimore: Board of School Commissioners, 1921), p. 21.

³G. D. Strayer and N. L. Engelhardt, The Report of A Survey of The Public Schools of Pittsburg, Penn. (New York: Columbia Univ., 1940), p. 437.

birth-rate statistics, may point the way toward estimates of probable future enrollments and school housing needs.¹

Not only has the rapid growth in population made it necessary to study population trends before planning the school building program, but the increasing tendency of the school populations to shift from place to place provides a further problem of planning school building programs. Some of the problems involved by this shifting in population were shown by Warren and Leps when they said:

The mobility of our school population both within and between school districts, cities, and states offers problems in the provision of building facilities and in supplementing the educative and mis-educative features of the environment for children up-rooted from stable homes or continually moving from place to place.²

The shifting population presents the problem of providing an adequate educational program to fulfill the needs of the pupils. The population of Florida provides a good example of this shifting population and the Miami Area may be considered a very good example within the State. The characteristics of a plan to meet the needs of all the pupils enrolled in the public schools of Dade county was presented in The Report of Dade County for 1940 as follows:

1. The program must be broad enough and sufficiently elastic to meet the needs not only of the residents but of the visitors who spend a portion of each year in the state.
2. The program must be adapted to the situation in the county; it cannot be just a traditional program confined within the four walls of the classroom

¹Wyoming Bureau of Educational Research and Service Bulletin (Laramie: University of Wyoming, 1949), p. 7.

²Warren and Leps, op. cit., p. 157.

and within the bonds of custom. It must be planned to take every advantage of the climate as well as of other distinctive characteristics of the county.

3. The program must be outstanding. It cannot be just another program, but should be sufficiently outstanding to help set the pace for other counties in Florida as well as to attract attention throughout the United States. The educational program should in itself attract and provide incentive for progressive visitors to come to the county.¹

The methods and techniques used by school authorities for forecasting population trends have been of wide variety. A forecast of population is imperative in order to plan a building program. Engelhardt and Engelhardt recognized four basic causes for change in population: (1) "natural increase, (2) immigration, (3) emigration, and (4) a combination of these."² They also recognized three types of growth in communities: (1) "regressive or static, (2) fair degree of regularity of growth and, (3) rapid development."³ Chamberlain and Crawford suggested the following methods in regard to population forecasting:

The chief methods used in forecasting school enrollments are: forecasting school enrollment from total population, forecasting by analysis, forecasting by mathematical technics, Bell Telephone Company's method, multiple factor method, and forecasting by analogy.⁴

Engelhardt and Engelhardt recognized technics of population forecast as

¹The Report of School Survey of Dade County, Florida, State Department of Education (Tallahassee, Florida: 1940).

²Engelhardt and Engelhardt, op. cit., p. 12.

³Ibid.

⁴L. M. Chamberlain and A. B. Crawford, The Prediction of Population and School Enrollment in the School Survey (Lexington: University of Kentucky, 1932), p. 21.

"Personal judgment, either individual or group; analogy, or comparison with similar but older cities; economic factors; mathematical methods; and the method of index analysis."¹ The measures of school population suggested by Engelhardt and Engelhardt are:

School census, net and gross enrollment attendance, proportion in private and parochial schools, and transfers to and from the foregoing types of schools. The school population is increased or decreased by children reaching school age, deaths, withdrawals, graduation, and transfers.²

Chamberlain and Crawford summarized the methods used in fifty surveys and suggested five categories as:

Prediction based wholly on past census figures, the Bell Telephone Company's method of index analysis, the equation method, the multiple factor method, and a combination method which is based on the varied results of the application of two or more methods.³

They pointed out further that a study of surveys showed that practically all communities have employed either the method of forecasting from total population, or some modification of it, or the analytic method.⁴

Chamberlain and Crawford commented as follows concerning the technic of the Bell Telephone Company:

Population forecasts based on data furnished by the Bell Telephone Company have been, in general, characterized by the smallest error of prediction
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¹Engelhardt and Engelhardt, op. cit., p. 54.

²Ibid., p. 30.

³Chamberlain and Crawford, op. cit., p. 10.

⁴Ibid.

⁵Ibid., p. 19.

Most of the writers and educational people are in agreement with Moehlman when he said "Every estimate of future population must be based upon the continuation of existing conditions and these conditions may change rapidly."¹

Financing the Building Program

The importance of research upon the problems connected with school building standards and construction has been emphasized by many leading writers of school building standards. This importance of research was expressed by Freeman when he said:

It is not difficult to show the great importance of research upon the problems connected with school buildings. Research contributes to all aspects of the planning and construction of school buildings and of school grounds. The correct location of buildings and grounds demands research into population trends and into the specific character of the various sections of the community. In planning buildings, costs must be weighed in relation to beauty and utility. The arrangement of the building must be made subservient to the educational functions which are to be performed. The building must be planned with reference to the health and safety of the pupils.²

School building research has contributed greatly to the problems of efficient use and economical construction of the school building. It is imperative that the program be well within the financial means of the school district. Therefore, the proposals for new school building construction are followed by a proposed financial plan.

In most surveys the financial recommendations are presented at

¹Moehlman, op. cit., p. 73.

²Frank N. Freeman, "Forward," Review of Educational Research (1934), 344.

the conclusion of the survey report after the cost of all the suggested improvements and services are computed. These recommendations constitute a summary of needed expenditures for a defensible minimum local or state program of public education. The adoption of the proposed program of financing the school is frequently impeded by a variety of restrictions and limitations, such as legislative and constitutional limits on taxation for school purposes; the unpredictable outcome of a referendum on a special levy of bond issue; the low assessed valuation of property; and the apathy of the people. Bruce and Bruce made the following statement regarding the methods for financing school plant programs recommended by the survey report: "While a survey may deal with the short comings in point of housing and equipment, teaching service and curriculum requirements, it must also contemplate these in the light of financial status of the school district."¹

They further stated that:

Every community has civic and social limitations as well as sharply defined limits of economic and taxability. Many things may be listed under the highly desirable, but all things must finally be determined upon the basis of expediency and utility or rather must come within range of the possible.²

Survey Trends

There is little doubt that the school survey has changed considerably since its inception in the early part of the twentieth century.

¹W. G. Bruce and W. C. Bruce, "School Surveys and Their Use And Abuses," American School Board Journal, LXXX (December, 1934), 42.

²Ibid.

"There is evidence that the general concept of the school survey had undergone a significant change In short the trend appears to be toward the forward look with incidental glances backward to establish the basis for future plans."¹ Sumption indicates the change by stating that:

The collection of information basic to evaluation and planning has become in many instances a total school and community effort involving both lay and professional people. The erstwhile common practice of 'expert' collection of all data is now the exception rather than the rule. The analysis of data has to a lesser degree also become a cooperative task in which the lay people and the professional staff of the community join hands with the university or college survey staff.²

Butterworth and Gregg showed their agreement when they said:

Increased reliance upon the cooperation of lay personnel has been noted in the operation of research studies involving comprehensive surveys of local school systems. Not only has public opinion been sought as a factor reflecting the needs and potentialities of a school, but the citizens have been called upon to serve as members of committees to determine the scope and methods of procedure, make recommendations, and approve policies related to studies and conclusions therefrom.³

The use of lay people in the study of the school building needs produces two results. "By involving members of the community in a study of school building needs it is possible to obtain a more accurate idea of the needs of the school and at the same time gain the support of the

¹M. R. Sumption, "A Survey of Surveys," Nation's Schools, LVII (March, 1956), 91.

²Ibid.

³J. E. Butterworth and W. L. Gregg, "School Surveys," Review of Educational Research, XVI (1946), 349.

citizens of the community."¹

The Ohio School Survey Committee gave a statement which summarizes the feeling toward the use of representatives of the community in educational studies:

This committee approached its task in the firm belief that public education is a shared responsibility and that the problem should not be studied from the viewpoint of the professional educator alone, or any other special group. The schools belong to the people and as a rule are as good as the people will support or as poor as they will tolerate.²

Many of the states have had citizen groups or committees studying their school systems. According to Cocking in 1951, ". . . the best known of the recent state surveys which made wide use of laymen is the survey of schools of the State of Florida made in 1947 and 1948."³ Several states have used the Florida Study as a pattern for state surveys, including North Carolina, Indiana, New Mexico, and Missouri.⁴

The benefits received from cooperative planning can no longer be doubted. The early school surveys used the service of the Division of Field Studies and Research of many of the universities throughout the United States. Representatives of these universities formed survey staffs experienced in many fields of education and experienced in techniques of the school survey. They definitely contributed to the survey

¹M. R. Sumption, "School and Community Relationships," Review of Educational Research, XXII (October, 1952), 317.

²Ohio School Survey Committee, What Faces Ohio's Public Schools? (Columbus: 1954), p. vii.

³W. D. Cocking, "The School Survey and Its Social Implications," Educational Research Bulletin, XXX (October 9, 1951), 169.

⁴Ibid.

movement. As the school population continued to grow, the schools became larger and the problems of educational planning became more complex. A need for assistance closer to the school system became apparent. Many states organized, in the State Department of Education, a division offering school-survey service. Arnold made the statement that:

It is encouraging to find an increasing number of state departments of education and universities offering school-survey service by competent persons. On the whole these agencies are cooperative, unbiased, and skilled in survey techniques. The school survey under such control offers a valuable aid to schools. . . .¹

Bruce and Bruce in regard to survey-service felt that:

Small cities and even larger consolidated school districts have found the service of the school plant division of the state superintendents' office or of an experienced professor in the state university's college of education to be of unquestioned value.²

Mitchell reported that:

The State Department of Education in Georgia has made available the assistance of a director of surveys and field services to organize and direct surveys. Slightly more than ten per cent of the school systems are directly affected by this program. In every case efforts have been made to secure wide lay participation from all parts of the community.³

The State Department of Education of a number of states offers school-survey services and use representatives from institutions of

¹W. E. Arnold, "Are School Surveys Worth While?" American School Board Journal, CXI (October, 1945), 28.

²W. G. Bruce and W. C. Bruce, "Editorial," American School Board Journal, CXIX (August, 1949), 48.

³Pendleton Mitchell, "School Plant Surveys in Georgia," American School and University, Twenty-Second Annual Edition (New York: American School Publishing Corp., 1950-51), 87.

higher learning of the state, members of the State Department, people from the field, and in some instances lay citizens. The trend to use the aid of more lay citizens has allowed the survey staff to be composed of lay citizens and professional school people of the community assisted by an educational consultant from the State Department of Education. "The trend is to use a professional educator in the role of a consultant and allow the survey committee to take the lead in the study. Recent experience shows that the citizens' school survey is becoming an accepted and useful method for studying school building problems!"¹

Summary

A school plant survey is a systematic study of the building problems and needs of a school system for the purpose of securing data and formulating suggestions to serve as a basis for planning for the future.

The survey movement has developed from the use of representatives of the Division of Research and Field Studies of Teachers College, Columbia, Peabody, Ohio State, and others, through the use of representatives of the State Department of Education of the states and services of the state universities, to the present day trend of using the professional educator as consultant to a survey staff composed of lay citizens of the community. Throughout the development of the survey movement the use of students of educational administration as members of the survey staff has been a common practice. According to reports the survey has proved a learning experience for students of educational administration and has become a means of vitalizing both teaching and subject matter.

¹Sumption, "School and Community Relationship," op. cit.

The use of the school building survey has become so general and the number of such surveys so great that it is considered unnecessary to give citations to them. There have been 136 county school building surveys with seventy-eight spot surveys conducted in Florida alone since the enactment of the Minimum Foundation Program in 1947.¹ This includes all school building surveys through 1955.

¹Information taken from the official files of the State Department of Education, Tallahassee, Florida.

CHAPTER III

FLORIDA SCHOOL BUILDING SURVEY PROGRAM

This chapter is divided into two parts. Part I presents an analysis of pertinent Florida School Laws providing for School Surveys and Part II presents an analysis of procedures used in making the Florida School Building Surveys.

An Analysis of Florida Laws Providing for School Surveys

This section of Chapter III will present a brief background of Educational Studies of Florida, the development of Florida School Laws leading up to the enactment of the Minimum Foundation Program Law, appropriate constitutional amendments, and a summary of the Florida School Laws covering the administration and organization of the schools, school surveys, school plant planning, minimum standards for sites and buildings, approval of building plans, and procedures for determining the annual apportionment to each county.

The tendency in the early days in many sections of Florida, as in other states, was to organize tax districts about each school or several small schools in the district. In those days practically all schools in the rural areas were small. The reorganization of tax districts, after they were once established, has always been a slow and difficult process. For this reason, there remained for many years in the state hundreds of these small districts. They were entirely too small to meet the needs of a modern educational program. The small

school district was a product of the frontier and had considerable merit in providing the educational need of the day. The development of roads, modern transportation, the increasing concentration of life in urban areas and the movement from crowded areas of the cities to the suburban areas have made the small school district obsolete. Many writers credit the southern states with leading the movement for larger school districts and improved organization with a number of the states organized as county units.

The ways in which small districts are usually deficient are as follows:

They offer too narrow a curriculum, especially in high school. They have unusual difficulty in getting good teachers.

They waste manpower by employing teachers for too few pupils.

They cost too much per pupil.

They make it practically impossible to tax local resources fairly and adequately for the support of schools.

They make it difficult to locate school buildings properly in relation to centers of wealth and areas where the most children live.

They cause State systems of school finance to be unnecessarily cumbersome and complicated, thus making it difficult to distribute State school funds equitably.

They impede the operation of economical and efficient transportation for pupils.¹

On the other hand school districts which are too large have the following disadvantages:

Citizens of a large city generally have less pride

¹The Committee for The White House Conference on Education: A Report to the President (Washington, D. C.: U. S. Printing Office, April, 1956), p. 15.

in their schools than citizens of a smaller school district, and they seldom are willing to work as hard for better schools. As a result, it is easier for big city schools to lose all contact with the people, and to be administered almost exclusively by a small group of professionals.

Children or parents who have complaints against big city school systems generally find it harder to be heard than would be the case in smaller school districts. In many small school districts, for instance, there is one school board member for each thousand or so residents. In many large cities, on the other hand, there is only one school board member for about 100,000 residents. This difference in representation on the school board is often reflected accurately in the amount of attention an individual citizen can get from his board of education.

Citizens of large school districts sometimes lose sight of the fact that they are all in the same district, and work against each other rather than cooperate for overall school improvement.¹

Good roads and motor transportation now make it possible for children to travel many miles to school. Moreover, it is now recognized that satisfactory opportunities, particularly for high school pupils, cannot economically be offered in the small school. District boundary lines constitute barriers which again and again have retarded the development of the school program and its economical and administrative efficiency.

All the confusion that would be required in rules and regulations to enable a high school pupil to attend school in another district can readily be avoided by the simple expedient of allowing no school district to exist that is too small to maintain at least one good modern high school. Efficient and effective administration of local schools calls

¹Ibid., p. 16.

for educational and business administrative services, health services and census, supervision of instruction and attendance supervision. Although there is no set rule as to size school district that is most economical most authorities seem to agree that the school unit should be large enough to offer at least twelve years of schooling; to provide a large enough base for local taxation; to provide administrative and supervisory services; and to facilitate the economical operation of the schools.

Careful research and experience has indicated that to provide adequate and economical administrative service, local school districts which can and usually do include many school buildings "should have at least 1,200 pupils and forty teachers. Gains in efficiency and economy can be expected until approximately 10,000 pupils are included in one district."¹

The minimum size of a school district should contain grades 1-12 or K-14 and a central staff to provide administrative and supervisory services as well as sufficient maintenance of all units. Each school district should have at least one high school and may have a consolidated elementary school located at neighborhoods or communities throughout the area. Each school in a district should meet minimum standards.

The following standards for size of individual school centers should be considered:

1. Each high school should have a minimum of 300 pupils, or 75 pupils in each age group, and 12 full-time teachers. There are gains in economy and effi-

¹Ibid., p. 15.

ciency until the enrollment reaches 700 pupils. Such a standard is applicable whether the school is senior, junior-senior, or junior high school. There is little or no evidence that anything is gained by having an enrollment of more than 1,000 pupils in any school.

2. The minimum size of an elementary school should be 175 pupils and 7 teachers for a 6-grade school. There should be at least one teacher per grade in any school. There are improvements in efficiency and economy up to 300 pupils and 12 teachers.

3. The minimum size of a junior or community college should be 200 pupils and 10 teachers.¹

The planning of school district reorganization cannot be too greatly emphasized since it must serve the educational needs today, tomorrow, and perhaps for generations to come. The state through the department of education or some other specified agency should assume responsibility for reorganization without stifling local interest or destroying local autonomy to go beyond the minimum standards prescribed.

The State Department of Education should also assume the responsibility for assisting in the planning for school centers. In a number of states the state department is already furnishing assistance to the local school boards in planning and organizing school centers.

County School Organization

The chief merit of the county unit found in many of the southern states, as the unit for school administrative purposes, is that in many states it is the civil unit and would be the most convenient and satisfactory area to use for school administration. The county unit tends to equalize both the burdens and educational opportunity without regard to the

¹Ibid., p. 16.

privileged few.

Since the enactment of the Minimum Foundation Program Law in 1947, Florida schools have operated under a County Unit School System and a county-wide school district. The county school organization in Florida prior to 1947 had the many disadvantages inherent in a system with a number of small districts. After studying the County School Organization of Florida the Citizens Committee on Education in 1947 made the following comment:

The confused pattern of school organization in Florida with its duplicating and overlapping responsibilities for administration of schools has made it difficult for the public to determine definitely which of its agencies has failed. Certainly no county board, superintendent or district trustee would willingly assume the responsibility for such failure. The natural and human reaction is to blame someone else. It seems assured that the people would be better served if they could point to a single officer of a single agency and say, 'You have the responsibility; we hold you accountable.' This cannot be done under the present organization for education.¹

Progress was being made in Florida at a relatively slow rate prior to 1947. Florida has made more progress in education since 1947 than in any comparable period of its great history. The facts and findings reported by the Citizens Committee led to the enactment of the Minimum Foundation Program Law in 1947. This brought about greater expenditures providing better equalization of educational opportunities, better opportunities for all children, better qualified teachers, more

¹Education and the Future of Florida, A Report of the Comprehensive Study of Education in Florida (Tallahassee, Florida: Florida Citizens Committee on Education, 1947).

instructional supplies, more adequate transportation, better school facilities, and a tenth month for planning and evaluation on the part of the staff. In 1950 the statement that "the most serious handicap which Florida is facing now as it stands and looks at its progress educationally stems from certain constitutional and statutory provisions which determine the county organization, for the administration of its schools, upon principles which are basically unsound"¹ is basically true in 1956, with a few exceptions.

Proposals have been made and plans are under way in many counties of Florida to change the county organization for the administration of the schools from an elective superintendent of public instruction to an appointive one, and to eliminate the conflicting dual control of the board of trustees and the board of public instruction.

In spite of the fact that the statutes of Florida call for a county school board, a board of trustees, and a school superintendent, much progress has been made. To realize more fully the value of the other excellent provisions already established in the Minimum Foundation Program Law, the problem of securing a sounder method of organization for the administration of the county system must be solved.

Recommendations for improving the administration of the county

¹See pages 66 and 99.

organization in Florida have been proposed from time to time since 1929.

Many of these proposals have been very similar. The Educational Survey Commission recommended that:

. . . the County Board of Education should be elected at large by the voters of the county. This board should consist of seven members who should serve without pay, and whose terms expire serially. And since general elections occur only every two years, two would be elected at every general election except on the fourth election--when only one would be elected. The first board should cast lots to determine the rotation in which their terms would expire. The County Board of Education should select and employ a County Superintendent of Schools, who would be responsible only to the Board of Education and would be subject to dismissal at any time his services should prove unsatisfactory. He should have minimum qualifications similar to the State Commissioner of Education, and have entire charge of all county schools. The County Board of Education would function only through the County Superintendent of Schools.

An additional recommendation is made for cities above a certain size, that the city voters should elect an advisory board of three members, who would advise the County Board of Education as to the needs of the city schools and would act in an advisory capacity to the associate superintendent of schools in charge of that particular city's schools.

It is further recommended that the special tax school district system be abolished in its entirety (as soon as a feasible plan may be devised).¹

The Citizens Committee in 1947 recommended that:

1. The County Board of Education should be established as a constitutional policy-determining body composed of 5 to 7 members, the size depending upon the population of the county.

2. The county board should be the policy-determining and rule-making authority for the county

¹Educational Survey Commission of the State of Florida, Digest, Survey Staff Report (Tallahassee, Florida: T. J. Appleyard, Inc., 1928).

school system.

3. The County Superintendent of Education should be appointed by the reorganized County Board of Education.

4. The County Superintendent should serve as the executive officer responsible for advising the school program under the controlling policies and rules of the county board.

5. The Constitution should be amended to provide for abolition of special tax school districts.

6. The Legislature should provide for the election by each school community of advisory local school trustees for each school.

7. The local school should be organized to meet needs of the improving school program.¹

Dean J. B. White in Public Education in Florida 1950 presented recommendations for improving the county school organization as follows:

1. There should be one school board which has full responsibility for determining policies governing the operation of the county school system. This board should be composed of five to seven members elected by the people of the county.

2. The board members should be paid travel expenses and a per diem for each meeting. The number of meetings for which pay is received should not exceed twenty-four per year.

3. This board should have the authority and responsibilities currently vested in the district trustees and the county boards of public instruction.

4. This board should select the county superintendent of education, determine his salary and term of office.

5. The county superintendent should serve as executive officer of this board, and administer the schools of the county under the policies and regulations adopted by the board.

6. County superintendents shall be well trained educational leaders. They shall be certified by the State Board of Education in administration and supervision. The board should be free to select the best qualified person available without reference to previous residence.

7. To implement these recommendations the

¹Education and The Future of Florida, op. cit., pp. 263-64.

constitution should be amended to read:

(1) Provide for the elimination of district trustees.

(2) Provide for the election of one school board to be the policy-forming board for the schools of the county whose members are to be paid expenses and a per diem fixed by the Legislature.

(3) Provide for the appointment of the County Superintendent of Education by the duly formed board.¹

The Florida Constitution calls "for a uniform system of public free schools, . . . and for liberal maintenance of the same."² It is the responsibility of the State to provide equal educational opportunities for all persons in the State. To fulfill the demands of democratic tradition that public education be kept close to the people, the State must make it possible for the local school organization to develop the type of educational program which most efficiently realizes the objectives of its citizens. The work of the local units are combined to form the State's educational program.

The system of school organization most widely used nationally and which has shown greater promise of producing good schools is one in which the people elect the school board and through them express their desires about the school. The board realizing the need for competent assistance in carrying out the will of the people, selects a qualified superintendent of schools and makes him responsible to them for the school program. This direct line of responsibility gives greater

¹J. B. White, Public Education in Florida 1950 (Tallahassee, Florida: Florida State University, 1951), pp. 314-15.

²Constitution of the State of Florida, Article XII, Section 1.

promise of producing better schools.

Under the present system of organization in Florida there are many chances for conflict because of the dual boards of control. This dual control provides three alternatives: (1) the trustees realizing the foolishness of two boards take very little action in determining school affairs; (2) the two boards meet jointly, preventing conflicts; or (3) each board can try to handle the affairs of the schools resulting in conflicting responsibilities and jealousies. In order to determine the jurisdiction of the two ruling boards over certain school problems court action has been required in a number of cases. Generally speaking, most of the trustees and board members agree that the two boards are unnecessary and undesirable.

A glance at the school organization of other states indicates that Florida is the only state in the nation which has no appointed superintendents. As the executive officer of the school system it is imperative that the superintendent be a highly trained person for the technical job of administering the school system. The leadership of the superintendent helps to determine the progress of the school system. Popular election seems to be the poorest way to select school administrators. The school administrator should be highly trained, with at least a Masters Degree and trained in administration. By being able to appoint the school administrator the school board is able to require a person to meet certain standards before he can be selected superintendent. It seems to be very difficult to enforce the high standards required to hold office when the superintendent is elected to office. As

representatives of the people the school board could still consider the desires of the people in appointing a superintendent and be more able to require the higher standards thought desirable for a superintendent.

Since the school programs are determined, to a large degree, by the amount of financial assistance made available to the school system, another development which has shown its effect on the school systems' ability to forge ahead is homestead exemption. This has reduced the valuation in many districts to the extent that the school tax return is almost negligible. Homestead exemption is provided as follows:

Exemption of homestead from taxation. Every person who has the legal title or beneficial title in equity to real property in this State and who resides thereon and in good faith makes the same his or her permanent home, or the permanent home of another or others legally or naturally dependent upon said person, shall be entitled to an exemption from all taxation, except for assessments for special benefits, up to the assessed valuation of Five Thousand Dollars on the said home and contiguous real property, as defined in Article 10, Section 1, of the Constitution, for the year 1939 and thereafter.¹

One can readily see the effect of homestead exemption on the building program by considering that the shortage of school building persists largely because of a shortage of money. This means that serious difficulties are encountered in adjusting the program and in developing a plan which is fair to all schools. Homestead exemption also allows the tax burden to rest on the shoulders of a few while many people pay little or no ad valorem taxes due to the low assessed valuation and the \$5,000 exemption. Approximately one-third the value of property is

¹Constitution of the State of Florida, Article X, Section 7.

exempt. There is a need for raising the assessed valuation to fall more in line with its real value. An equalization board would eliminate low assessed valuation and still make it possible to have homestead exemption without too great a loss of revenue for schools. The problem of financial support for the public schools has been studied by authorities in educational finance for a number of years. Johns and Morphet in discussing the financial problem made the following statement:

The financial problems of the public schools have been acute during the past three years. These problems have been primarily due to a decline in the purchasing power of the dollar, increase in school population, demands on the part of the public for better schools, inflexible plans for state support, and small inefficient local administrative units and local school centers.¹

From time to time there has been a constant and ever-increasing demand for more and more funds to be provided for public education. Since the expenditures for schools have continued to increase at a very rapid rate, it has become necessary for the people to take stock of the school situation. The people have called upon their legislators to help solve this problem by passing laws to provide more funds for public education.

In order to become thoroughly familiar with the conditions in the public school systems of Florida, the 1927 Florida Legislators passed an act creating the Educational Survey Commission of the State of Florida. This Commission was provided for in Chapter 12011, Laws of Florida,

¹R. L. Johns and E. L. Morphet, "Financial Support," Review of Educational Research, XXII (October, 1951), 298.

Session 1927 which gave the duties of the Commission as follows:

Section 2: It shall be the duty of said Commission to employ a staff of recognized experts from outside the State of Florida, trained in educational survey work to make an impartial investigation as to the organization, administration, financial condition and general efficiency of the educational system of the State of Florida, including all schools and educational institutions supported by public taxation, in accordance with approved scientific standards of educational research, and to make definite recommendations for the improvement thereof. Said Survey Commission shall accompany their said report and recommendations with proposed bills designed to carry out said recommendations.¹

This survey staff, under the direction of Strayer of Columbia, was indeed competent, being composed of authorities from many universities and colleges.²

The Digest Report³ of the facts and findings of the Survey Staff, showed the need for amending the Constitution to permit the Legislature to set up a systematic and economical school administrative organization and educational program.

The feelings of the people of Florida toward the state study of 1927 seemed to vary to a marked degree. The feeling of some was expressed in Education and the Future of Florida as follows:

The state study authorized by the legislature . . . recognized the need for periodic comprehensive planning. However, its net results were not important, perhaps largely because of the fact that it was a study made

¹Educational Survey Commission and Survey Staff Report to the Legislature, op. cit., p. 7.

²Ibid., p. 12.

³Educational Survey Commission of the State of Florida, Digest Survey Staff Report, op. cit.

almost entirely by experts from other states. It did not create the public interest and feeling of responsibility which would have been developed had Florida educators and other citizens been given a larger responsibility.¹

The instruction unit laws were first passed in 1933 and revised in light of experience in subsequent legislative years. These laws provided evidence of changing concept regarding state responsibility for financing education. These may have provided the initial effort toward the idea for equalizing the educational opportunities at a satisfactory minimum level throughout the state.

Prior mention of uniform systems of education may be found in Section 1, Article XII of the Constitution of the State of Florida, adopted in 1885 and stated that "the legislature shall provide for a uniform system of public free schools, and shall provide for liberal maintenance of the same." This Section was found in the Constitution of the State of Florida of 1868, Section 2, Article VIII. The Constitution of 1868 referred to a uniform system of common schools and a university and also stated that instruction should be free.

Later Legislation acknowledged that increased state support distributed solely on the teacher unit basis was inadequate and provided a minimum foundation program.

Equalization

A minimum foundation program suggests equalization of educational

¹Education and the Future of Florida, op. cit., p. 6.

opportunities at a desired minimum level. It should not be misconstrued to mean the maximum. It is the opinion of many educators that in order to provide equalization of opportunities cooperative efforts on the national, state, and local levels would be required. Providing for a minimum foundation program should be a partnership with the national, state, and local governments contributing certain proportionate shares of the cost. The need for planning on a national scale has been pointed out repeatedly by students of educational finance. The need for Federal aid in the support of education is expressed in the following statement:

Without it there is not the remotest possibility of providing an equitable minimum standard of educational opportunity throughout the nation. This conclusion is based upon the following indisputable facts: (a) there are the most appalling differences in the educational opportunity, both among states and within states; (b) these differences in educational opportunity are the result of economic conditions largely beyond the control of the states; (c) regardless of the effort made, many states will never be able to provide from their own resources, a minimum acceptable program of educational opportunity, and, (d) the recent development of corporations and holding companies, and changes in the forms of wealth, have made it impossible for the states to tax the greatest potential sources of revenue.¹

The need for state aid in the support of education as a means of equalizing educational opportunities, was given by Swift and Zimmerman as follows:

(a) That educational inequalities, flagrant and ominous for the future of the Nation exists within the borders of almost every state; (b) that these educational inequalities cannot be remedied until

¹National Education Association Research Division, "The Efforts of the States to Support Education," Research Bulletin, IV (September, 1937), 156.

the state assumes the responsibility of equalizing school revenues and school burdens. In nearly every state increasing state school funds must be provided, but the provision of larger funds will by no means solve the problem. Equally important is the abolition of the antiquated, unscientific, and unjust methods of apportioning state aid which are still employed in the majority of our states.¹

With the development of new elements in the school program, the growth of schools, the increased cost of schools, the recognition of the need of equalizing educational opportunity, the closer definition of equalization, the rise of research and the adoption of comprehensive state aid systems, there came to be apparent two general schools of thought on the principles guiding the distribution of state aid to be (1) the equalization of educational opportunity, and (2) stimulation of local educational sentiment on the other.

The concern for equalizing the educational opportunity can be justified by the knowledge of the relationship between the work of the school and the economic well-being of the people. Adequate financial support of the schools is basically possible and defensible from the strictly economic point of view, as well as desirable from the social point of view.

The very existence of our enormously productive industrial economy would be impossible if the population of the United States were illiterate, ignorant, and occupationally unskilled From the economic viewpoint, it is wise public policy to offer the kind and amount of education which will result in the largest total income after paying the cost of the

¹Fletcher H. Swift and Bruce L. Zimmerman, State School Taxes and School Funds and Their Apportionment, U. S. Dept. of Interior, Bureau of Education, Bulletin, 1928, No. 29 (Washington, D. C.: Govt. Printing Office, 1929), p. 431.

education to individuals and to the nation
The point of diminishing returns in expanding educational opportunity has not been reached from the economic standpoint.¹

There is a high correlation between years of school completed and the rental value of homes, and between years of school completed by citizens of cities and of states, and retail sales.²

Conant³ concluded that our system of government should strive for the utmost equalization practicable. The gravity of inadequate financial support for schools during the nineteen-thirties was indicated by Witham⁴ when he pointed out that (a) school districts serving 3,000,000 children are forced to curtail their school year by three months, (b) 2,400 schoolhouses are actually locked for the year, (c) 12,000 more schoolhouses will be locked if teachers demand full payment of salaries, (d) 1,400,000 pupils sit in school houses condemned unsafe, or unsanitary, (e) 1,000,000 attend classes in tents, lodge halls, and stores, (f) 500,000 go to school only half a day because of lack of space, and (g) 800,000 attend no school because their neighborhood is too poor to provide one or they are too poor to go.

One of the differences Witham found in comparing the methods of

¹National Education Association and American Association of School Administrators, Educational Policies Commission, Education and Economic Well-Being in American Democracy (Washington, D. C: The Commission, 1940).

²U. S. Chamber of Commerce, Committee on Education, Education, an Investment in People (Washington, D. C: The Committee, 1944).

³James B. Conant, "Public Education and the Structure of American Society," Teachers College Record, XLVII (December, 1945).

⁴Ernest C. Witham, "Degree of Equalization," School Executive, LIX (February, 1940), 10.

equalization is that:

. . . in states with considerable equalization the schools are apt to be uniformly good or uniformly poor as the case may be; whereas, in states of low equalization the quality of the schools is likely to be very spotty—that is, some districts will have superior schools and other districts will have very poor schools.¹

Data from each of the forty-eight states in 1946 showed that in the majority of the states the schools most liberally supported received from five to ten times as much per classroom as the poorest schools.² According to the committee for the 1955 White House Conference³ the states will vary widely in wealth per child of school age. The income of the people per child of school age in 1940 was six to one while the 1953 ratio was four to one. Over the thirteen year period the four least able states increased 306 per cent in income per child of school age or \$2,733 per child, and the four wealthiest states increased only 155 per cent, but this was \$6,958 per child. The national average of school revenue available per classroom unit was \$7,025 in 1953. The school revenue available per classroom unit in 1953 ranged from a low of \$2,404 to a high of \$10,182. The Committee⁴ reported that almost three-fourths of the Nation's children, have the fiscal capacity to finance educational programs equivalent to the national average of \$7,025 per

¹Ibid., p. 12.

²J. K. Norton and Eugene S. Lawler, Unfinished Business in American Education (Washington, D. C.: American Council on Education, 1946).

³White House Conference, op. cit., p. 55.

⁴Ibid., p. 57.

classroom unit without undue tax burden or effort. A tax effort for the public schools equal to four per cent of the income payments to individuals is not an unreasonable tax effort. Based on this assumption, evidence shows that if all states would raise their educational revenues to four per cent of their per capita unit, eighty-three per cent of the states would have in excess of \$6,000 per classroom unit and ninety-two per cent would have in excess of \$5,000 per classroom unit. The remaining four states would be North Dakota with \$4,982; Alabama, \$4,800; Arkansas, \$4,588, and Mississippi, \$3,478.¹

Florida's average income per child five to seventeen, in 1940, expressed in 1953 dollars, was \$4,035. This had increased by 1953 to \$6,408 or sixty-four per cent. Based on income of the residents, 1953-54 Florida's revenue per classroom unit was \$7,175. If Florida's tax effort were four per cent of the income of the residents the revenue per classroom unit would be \$8,551.²

The tendency of legislation in the area of educational finance and state aid shows the following trends: (a) a tendency to reduce the number of earmarked sources of revenue, (b) progress toward more state aid among the states, (c) a step toward obtaining more state school funds from direct appropriations, (d) improvements in methods of apportionment of state funds, and (e) a tendency to ease rather than to make more difficult the financing of schools.

¹Ibid.

²Ibid., p. 63.

Morphet¹ advocated that each state should plan balanced and adequate minimum program of services, and then provide sufficient finances to support the program.

During the last ten years most states seem to have been moving toward the development of some type of foundation program as a basis of school finance for equalizing educational opportunity. Chase and Morphet² showed that while most of the states had established some type of foundation or equalization program, either the funds are too limited or the bases used are too unsatisfactory in at least fifty per cent of the states for the program to be of much significance.

The importance of expert planning of the school building program, including the details of the school plant, cannot be stressed too emphatically unless other phases of the educational program are to be handicapped. This was very amply expressed in the Report of the Florida School Code Committee by the following statement:

. . . it will be almost impossible for a satisfactory school program to be carried on in the State unless the school building program is first planned satisfactorily.

There are a number of steps which must be taken if the planning process is to be satisfactory. The major steps are listed below:

1. Determining where the elementary and high school centers are to be located.
2. Selecting the site or location for each school building.
3. Planning the building to meet the needs of the children.
4. Constructing the building.

¹E. L. Morphet, "Criteria for Allocating and Spending the School Dollar," Official Report, 1946 (Washington, D. C.: AASA, a Dept. of NEA, 1946), p. 211.

²Council of State Governments, The Forty-Eight State School Systems (Chicago: the Council, 1949).

5. Planning to use the building to advantage.
6. Financing the program.¹

The school situations in Florida, as in all other states, have changed greatly within the present century. There has been an increase in enrollment in all grades, especially high school. Roads and motor vehicles have helped transportation, therefore, more pupils, increased size of schools and richer program. Inequality of wealth over the State has called for increased state support for equal facilities. The schools have not changed any faster than civilization itself. The Florida Constitution has been amended to keep up with the modification of civilization. School laws have been changed more to fit the needs of the hour than a long-range continuous plan of organization. There was a need for a revision and rewriting of many of these school laws, an abolition of some, and a planned reorganization of all of them. The Florida School Code Committee gave as its purpose the accomplishment of the reorganization and revision of Florida School Laws.²

As early as 1937 Florida had no requirement that a survey or scientific study of the school situation be made to aid in planning the school program or equalize the educational opportunities.³ The Report of the Florida School Code Committee further recommends that:

A school building program should be planned at least on a county-wide basis, rather than on a

¹State of Florida, Report of Florida School Code Committee (Tallahassee, Florida, March, 1937), p. 99.

²Ibid., p. 2.

³Loc. cit.

district basis. The school code should provide for a county-wide survey in each county as a basis for (1) planning the location of school centers, (2) carrying out this building program, (3) indicating areas which should be served by each school, and (4) the routing of school busses. The law should provide for such surveys to be made by the State Department of Public Instruction or by an agency approved by the State Department of Public Instruction or by an agency approved by the Department. It should also provide that County Boards of Public Instruction are to have such surveys made at the earliest date practicable and that each board of Public Instruction should adopt a program based on the findings of the survey.¹

The Committee summarized the findings in regards to the school plant as follows:

1. At present, the building program in most counties tends to be a district rather than a county program. The emphasis should be changed so as to encourage the development of school building programs planned on a county-wide basis.

2. Provision should be made for county wide surveys to be used as a basis for planning the location of school centers, carrying out the building program, indicating areas which should be served by each school, and for the routing of school busses.

3. Each Board of Public Instruction should prepare annually a capital outlay budget, which should show projects to be undertaken during the year and the estimated cost of each. This annual program should be formulated in terms of the recommendations of the county survey.

4. Plans for all school buildings should be prepared in accordance with educational specifications. Unless this is done many buildings will be needlessly costly or will not provide properly for the requirements of the pupils. To assure needed protection along these lines all plans should be checked and approved by the State Department of Public Instruction.

5. The law relating to minimum standards for

¹Ibid., p. 99.

the school plant and for school busses should be greatly strengthened to authorize the State Board of Education, on recommendation of the State Superintendent, to set up such regulations as may be necessary to insure economical instruction and to provide proper safeguards for the welfare of children.¹

At the 1939 session the Florida Legislature adopted a School Code.² The School Code of 1939 was the result of the most careful planning at the state level which had been conducted up to that time. This code not only classified and reorganized but effected a far reaching revision of many existing laws. This code did not specifically repeal any laws relating to education but provided generally that, with certain exceptions, all laws and parts of laws, general, special, and local, in conflict with the code are repealed. Many changes were deferred because of the need for further study or because they were controversial in nature. However, the preparation of the School Code was extremely significant in that it marked definite improvement, in that it removed contradictions of school laws and arranged them systematically, and in that it represented the best collective thinking of large numbers of educators and citizens.

In response to the recommendations of the School Code Committee of 1937, the Legislature included in the School Code of 1939 authority requiring that a school survey be made in each county.³ The School Code

¹Report of the Florida School Code Committee, op. cit., p. 105.

²The Florida School Code, 1939.

³Florida School Laws, 1939, Section 915.

of 1939 also included the requirement that school building programs should be based on the results of a survey.¹

Following the passage of the School Code, a definite effort was made to bring current practices into harmony with changes in legislation and into line with best practices which had been developed in the nation. Numerous handbooks have been prepared and published to be used by groups such as trustees, county board members, and superintendents of public instruction. In 1941 a supplement to the School Code containing amendments and additions was approved by the Legislature and published by the State Department of Education.²

Cooperative planning in improving the instructional program continued with the inauguration in 1944 of the Florida Resources-Use Education Project. The State Department of Education has attempted to serve as an agency for continuous planning at the state level. In meetings of groups throughout the State which it has sponsored, opportunity has been given for large numbers to participate in continuous evaluation and planning.

The continued interest in and the desire for improving the public schools of Florida has been shown by the authorization of the Florida Citizens Committee on Education by the 1945 Legislature. The findings of the Florida Citizens Committee on Education found wide-spread public support, and its recommendations were the basis of the Minimum Foundation

¹Ibid.

²Florida School Laws, 1941 Supplement, State Department of Education (Tallahassee, Florida, July 1, 1941).

Program as enacted into law.

Minimum Foundation Program

Since many areas in Florida did not have financial resources to provide adequate facilities, it was deemed advisable to study the Florida Constitution, Statutes, and court decisions of Florida relating to the financing, establishment, provision for and the development of education in Florida prior to the Minimum Foundation Program. Funds for schools are usually provided by taxation. This can be at the state, county, or district level. In most instances funds for schools are provided from all three sources with varying percentages from each. To provide enough money for school buildings it often becomes necessary to borrow money against anticipated receipts or issue bonds pledging the taxable property in the district.

Copeland¹ traced the development of public school indebtedness in Florida and showed the legal basis for incurring the indebtedness. "In 1913 the total indebtedness for all schools in the State was only one and one-half million, with district indebtedness of merely \$169,000."² Prior to 1915 there were few statutory limitations of indebtedness. The indebtedness increased in the nineteen-twenties due to excessive borrowing and in the nineteen-thirties mainly because there was very little money available. After the School Code of 1939 and the

¹R. W. Copeland, Jr., "Public School Indebtedness in Florida," (unpublished doctoral dissertation, University of Florida, Gainesville, February, 1952), p. 61.

²Ibid., p. 83.

1941 Amendments were adopted the law had some teeth and many safeguards were provided. Following is a discussion of the Constitution of Florida and appropriate laws leading to the enactment of the School Code in 1949 and the Minimum Foundation Program Law in 1947.

In reviewing the provisions of the Constitution of Florida one can see how the original Constitution and later Legislative amendments have tried to provide for educational opportunities in the State. Article XII provides the constitutional authority for public education in Florida.

In addition to containing provisions for "public free schools,"¹ "State Superintendent of Public Instruction,"² and "State Board of Education,"³ the Constitution of Florida authorized a State School Fund as follows:

The State School Fund, the interest on which shall be exclusively applied to the support and maintenance of public free schools, shall be derived from the following sources: the proceeds of all lands that have been or may hereafter be granted to the State by the United States for public school purposes; donations to the State when the purpose is specified; appropriations by the State; the proceeds of escheated property or forfeitures; and twenty-five per cent of the sales of public lands which are now or may hereafter be owned by the State."⁴

The way to apportion the State School Fund was given as follows:

Provision shall be made by law for the apportionment and distribution of the interest on the State School

¹Constitution of the State of Florida, Article XII, Section 1.

²Ibid., Section 2.

³Ibid., Section 3.

⁴Ibid., Section 4.

Fund and all other means provided, including the special tax, for the support and maintenance of public free schools among the several counties of the State in proportion to the average attendance upon schools in the said counties respectively.¹

To provide the proper type and number of schools for all its people, the nation must share the tax burden. The school funds are provided by the national government, state governments, and the local governments. The section of the Constitution of Florida pertaining to county school tax originally provided for "a tax of not less than three mills, nor more than five mills" be assessed and collected for the support of schools. In 1904 the Constitution was amended to raise the maximum from "five mills to seven mills" and in 1918 the Constitution was amended to read:

Each county shall be required to assess and collect annually for the support of the public free schools therein, a tax of not less than three mills, nor more than ten mills on the dollar on all taxable property in the same.²

In addition to the county school tax the county school fund shall:

. . . consist of the proportion of the interest of the State School Fund and of the one mill State tax apportioned to the county, all capitation taxes collected within the county and all appropriations by the Legislature which shall with all other County School Funds be apportioned and distributed as may be provided by law and shall be disbursed by the County Board of Public Instruction solely for the support and maintenance of public free schools. Provided that such apportionment and distribution shall be made by general law based upon some declared principle of classification to be determined

¹Ibid., Section 7, Amended and adopted 1894.

²Ibid., Section 8, Amended 1918.

by the Legislature.¹

In regard to County School Districts, Trustees and tax, the Constitution of Florida authorized that:

The Legislature may provide for the division of any county or counties into convenient school districts; and for the election biennially of three school trustees, who shall hold their office for two years, and who shall have the supervision of all the schools within the district and for levying and collection of a district school tax, for the exclusive use of public free schools within the district, whenever a majority of the qualified electors thereof that pay a tax on real, or personal property shall vote in favor of such levy; Provided, that any tax authorized by this section shall not exceed ten mills on the dollar in any one year on the taxable property of the district.²

This section was amended in 1922 to increase the maximum tax allowed in an attempt to meet the fast rising debts of the district at that time.

The Legislature provided for the division of any county or counties into school districts. But what constitutes a school district? The Florida Constitution says that:

Any incorporated town or city may constitute a School District, the fund raised by Section ten may be expended in the district where levied for building or repairing school houses for the purchase of school libraries and textbooks, for salaries of teachers, or for other educational purposes, so that the distribution among all the schools of the district be equitable.³

To provide for the protection of the funds of the county there are restrictions on the use of county and district school funds. "No

¹Ibid., Section 9, Amended 1926.

²Ibid., Section 10, Amended 1922.

³Ibid., Section 11.

law shall be enacted authorizing the diversion or the lending of any County or District School Funds on the appropriation of any part of the permanent or available school fund to any other school purposes ¹

Safeguards are provided in the Florida Constitution in order to prevent excessive indebtedness,² to provide for standardization, and to designate the proper authority. The authorization for the issuance of bonds in special tax school districts was adopted in 1912 and was amended in 1924. The section now reads as follows:

The Legislature may provide for special tax school districts to issue bonds for the exclusive use of public free schools within any such special tax school district, whenever a majority of the qualified electors thereof who are free-holders shall vote in favor of the issuance of such bonds, but no bonds shall be issued hereunder which shall exceed, together with the existing indebtedness of such special tax school district 20 per cent of the assessed value of the taxable property of such district according to the last assessment for State and County purposes prior to the issuing of such bonds. Any bonds issued hereunder shall become payable within thirty years and from the date of issuance in annual installments which shall commence not more than three years after the date of issue. Each annual installment shall be not less than three per cent of the total amount of the issue. Whenever any such special tax school district has voted in favor of the issuance of such bonds a special tax for the payment of the interest on said bonds and the principal thereof as the same shall become due and payable, shall be levied on the taxable property within the district voting for their issuance in accordance with law, providing for the levy of taxes and such tax shall not be applied to any purpose other than the payment of the principal and interest of said bonds.³

¹Ibid., Section 13, Amended 1924.

²For a complete history of School Indebtedness see R. W. Copeland, (unpublished doctoral dissertation, University of Florida, Gainesville, February, 1952).

³Florida Constitution, op. cit., Section 17.

Probably the first act that has direct bearing on this study was the Act of 1906.¹ This Act provided that the purchase of real estate for educational purposes be paid for out of the income of the current year or succeeding years with the limitation that such procedure be approved by an affirmative vote of the qualified voters who were taxpayers within the district or county concerned. The court case of 1938 showed that the school district trustees had no legal right to enter into a contract as representatives of the people.² This indebtedness must be approved by the affirmative vote of the people.

The board of trustees was given the right to allocate the school funds raised within the district for buildings, repairs on buildings, to school libraries, to salaries of teachers, and to other educational purposes.³

The Act of 1905 set forth limitations for borrowing money for operating expenses. It limited the interest paid for money borrowed for current expenses to eight per cent.⁴ The Act was amended in 1915 to limit the borrowing power of the county school boards to eight per cent of any one year's anticipated receipts, with the provision that the board could not be authorized to borrow more money until the amount

¹General Statutes of Florida, 1906.

²Special Tax School District No. 1 of Orange County v. Hellman and Phillips, 131 Fla. 725.

³General Statutes of Florida, 1906, Section 409.

⁴Laws of Florida, 1905, Chapter 5390.

There is no page 88.

previously borrowed was paid in full.¹ This was amended in 1931 providing for the approval of the State Superintendent of Public Instruction.²

Regardless of the decision of the courts and the requirements of the laws, the school boards continued to borrow money by issuing checks or warrants for payment of salaries when there were no funds available to pay them. Teachers who needed their money found themselves forced to accept discounts as high as twenty per cent or more. Chapter 6392, Acts of 1915 was passed prohibiting school boards from issuing warrants unless there were sufficient funds to cover them. Still the practice continued up to the time of the adoption of the School Code of 1939.

The floating debt became so large by 1921 that in order to enable the public schools to continue to operate, the Legislature authorized the issuance of interest-bearing coupon warrants for the purpose of "refunding outstanding indebtedness endorsed by county school warrants, notes or otherwise, made, issued, and delivered for aid in consideration of services performed, material furnished, or money loaned."³ This was the first legislative action permitting school boards to borrow on a long term basis for current operating purposes, since the warrants could run for a period of twenty years.

In 1931 the Legislature passed an act creating a county budget commission in counties having a population of more than 150,000 and

¹Laws of Florida, 1915, Chapter 6828.

²Laws of Florida, 1931, Chapter 15779.

³Laws of Florida, 1921, Chapter 8548.

prescribed their duties and powers.¹ County boards of public instruction had to file a budget by March 1st each year. The County Budget Commission were authorized to make changes in pursuant to this act.²

During the depression years of the nineteen-thirties money was scarce and most of the money which was available was earmarked for teachers' salaries and transportation. In 1933 the first step was taken to strengthen the position of the county boards as fiscal agents by making it mandatory that all school property held by district trustees as a corporation must be transferred to the county school board.³ The county boards were authorized to borrow money in anticipation of receipts from the State School Fund.⁴ The amount borrowed not only had to be repaid in full before more could be borrowed but it had to have the approval of the State Superintendent.

In order to relieve the heavy indebtedness burden the Legislature in 1935 authorized school boards to issue interest-bearing time warrants, at not over six per cent interest, for the purpose of securing funds to pay past due and unpaid salaries of teachers and bus drivers. The Legislature also authorized the pledging of all moneys received by the county school fund or any special tax school district fund from the redemption of delinquent taxes for payment therefor.⁵

¹Laws of Florida, 1931, Chapter 11,678.

²Ibid.

³Laws of Florida, 1933, Chapter 16170.

⁴Ibid., Chapter 15054.

⁵Laws of Florida, 1935, Chapter 16815.

Prior to 1937 there were many general laws dealing with borrowing of money. There were many special laws pertaining to particular counties. The Florida School Code Committee of 1937 in their summary of conditions made the following statement:

Many of these laws have been on the statute books without change or repeal for a quarter of a century or more. Others by implication at least have been repealed, and there are hundreds of laws enacted at various times which are still in full force and effect The haphazard manner in which borrowing power has been abused in the past is sufficient evidence to warrant a comprehensive law on this subject, one that protects the school finances against abuses and at the same time assures the lender of the prompt payment of his just debt . . . by limiting the borrowing of funds for current operating expenses to teachers' salaries and bus drivers' salaries--the only purposes for which money should be borrowed against current operating funds--the County School systems are assured of the repayment of the loans from dependable sources of revenue, thereby eliminating the pyramiding of debts from one year to another because the budgeted revenues, against which the borrowing is done, does not materialize.¹

The School Code of 1939 was primarily a codification and a complete revision of many existing laws. All powers of district trustees other than supervisory were taken away.² This placed the county school board in a comparatively strong administrative and financial position.

The terms equalization of educational opportunities and minimum foundation programs have been discussed previously in this study.³

¹R. W. Copeland, Jr., "Public School Indebtedness in Florida," (unpublished doctoral dissertation, University of Florida, Gainesville, February, 1952), p. 93 citing Report of the Florida School Code Committee (Tallahassee, Florida, 1937), p. 3.

²Compiled General Laws of Florida, 1940, Chapter IV, Section 892, Article 4.

³See pages 71 and 82.

The Governor of Florida in 1945 authorized a study to be made of education in Florida. The Citizens Committee was appointed and conducted a study of education in Florida during 1945 and 1946. The findings of the committee resulted in the enactment of the Minimum Foundation Program Law in 1947. In studying the results of the Minimum Foundation Program Law the School of Public Administration, Florida State University reported in Public Education in Florida, 1950 that "the Citizens Committee Survey of 1946, it will be remembered, provided a clear picture of education in Florida. It was so effective that it is probably an accurate statement to say that the result was the Minimum Foundation Program Law of 1947."¹

The Section of the Florida School Laws of 1939 establishing a state teachers salary fund reads as follows:

There is hereby established a State Teachers Salary Fund which shall consist of the proceeds of the State one mill tax levied in pursuance of Section 6, Article XII of the Constitution, and interest on the State Permanent School Fund, and all appropriations made by the Legislature to the credit of the State Teachers Salary Fund. The purpose of this fund shall be to assist the counties in providing a minimum term of eight months each year in all schools in the county.²

The 1947 law replacing the teachers salary fund reads as follows:

There is hereby established, as a part of the County School Fund authorized by Section 9, Article XII of the Constitution of the State of Florida, a State Minimum Foundation Program Fund for schools, to be known as 'The Foundation Program Fund', which shall be used to assist

¹Florida State University, School of Public Administration, Public Education in Florida, 1950 (Tallahassee, 1951).

²Florida School Laws, 1939, Section 1001.

county boards in maintaining the Minimum Foundation Program for all schools in the county as prescribed by law and in otherwise providing substantially equal public educational opportunities. This fund shall comprise all appropriations made by the Legislature to the credit of the Foundation Program Fund and shall be apportioned and distributed to the County School Fund of the several counties of the State based upon the principles of classification and procedures declared by law. The Minimum Foundation Program is the school program to be financed in each county with the assistance of the Foundation Program Fund as herein provided.¹

There are a number of sections of Florida School Laws which apply directly to the administration and organization of the schools, authority for school surveys, school plant planning, minimum standards for sites and buildings, necessary approval of plans and specifications for proposed construction, and procedures for determining annual apportionment for capital outlay and debt service to each county.

In order to make the school laws of the State fair to all counties and equalize the educational opportunities throughout the

State it became necessary to plan the School Laws to provide safeguards on different parts of the program. Copeland² has amply shown the pitfalls and fallacies in the school laws of the State which have gone with depression and boom conditions and almost led to the downfall of public education in Florida. To provide protective safeguards against a

possible repeat of the situations of the nineteen-twenties and nineteen-thirties has been the purpose of many sections of the Florida School

Laws.

¹Florida School Laws, 1947, Section 236.01.
²Copeland, op. cit.

Section 1, Article XII of the Constitution of Florida provided for a "uniform system of public free schools and liberal maintenance of the same." Any undertaking of such a large scale as providing equal educational opportunities for all the people of the state calls for long range planning. There are general provisions which must be provided. The program must be balanced, adequate and efficiently administered. Since the chief objective of this study was the construction and financing of school buildings to house properly the educational program, there seemed to be a need to study the necessary safeguards for those aspects of the school program involving the construction and maintenance of the school plant and the financing of the same as provided in the Constitution and statutes of Florida. In order to provide these safeguards, the law has authorized the State Superintendent of Public Instruction, acting under regulations of the State Board of Education, to approve all plans for the erection, addition or alteration of any school plant where the cost exceeds \$15 00 and require such approval before the contract is let or construction is begun.¹ The law has authorized the State Board of Education, on recommendation of the State Superintendent, to set up regulations,² for school plant requirements as may be necessary, to insure economical construction and provide proper safeguards for the welfare of the children.

The schools of Florida are administered at the local level by the County Boards of Public Instruction, the county superintendents of

¹Florida School Laws, 1939, Section 917.

²Ibid., Section 918.

Public Instruction and county boards of trustees. The powers and duties of each which seemed to be of special concern to this study were those pertaining to capital outlay and debt service.

Prior to 1939 there was no definite section of the school laws which pinpointed the allocation of capital outlay funds. During the lean years of the nineteen-thirties little money was available for capital outlay. Although the school budget included capital outlay most of the funds made available to the school were for teachers' salaries. A section concerning provisional capital outlay program was included in the Florida School Code of 1939. This section in the code reads:

The County Board of each county in which a survey has not been completed as provided above shall adopt before July 1, 1941, a provisional capital outlay program for the county specifying school centers which are to be designated as elementary, those as elementary-junior high school, and those as elementary-junior-senior high school centers, or any other combination thereof, and setting forth the location and estimated cost of school buildings proposed for construction or alteration during the next five years. A copy of this provisional program shall be transmitted to the State Superintendent with the annual school budget for that year.¹

The 1939 School Code also provided for annual capital outlay program and budget. This section reads:

Each county Board shall, on or before the first day of July of each year, adopt a proposed capital outlay program and budget for the ensuing year in order that the capital outlay needs of the county school system for the entire year may be well understood and, insofar as possible, provisions made for same. This capital outlay program and budget shall be a part of the annual school budget and shall, beginning July 1, 1941,

¹Ibid., Section 917.

be based upon and in harmony with the school plant program previously filed with the State Superintendent. This program shall designate and locate the capital outlay projects for the year, including the new buildings, the alterations and additions to be made, and the consolidations to be effected, and no public school funds shall be expended on any such project not included in the budget as amended to date. If approved by the State Superintendent, the program, as amended during the year with his approval, shall be executed as provided by law supplemented by rules and regulations of the State Board.¹

The only difference in the wording of the law for capital outlay in the 1939 laws and the 1955 edition are the words "beginning July 1, 1941."

The powers and duties of the county school board which seemed to be of special concern to this study were found in various sections of the Florida School Laws. Starting with the Laws of 1939 the appropriate section of the law reads as follows:

It shall be the duty of the county board acting as a board to authorize the assembling of data and the making of school surveys essential to the development of a school program for the entire county and to adopt such a program as a basis for operating the schools—one phase of the program to be a long time program and another phase to constitute the annual program.²

The responsibility of the county school board for surveys reads as follows:

The county school boards of the public schools of Florida are authorized and empowered to conduct surveys within their respective counties to determine the attitudes and feelings of the citizens of their respective communities with the subsequent purpose of formulating plans to maintain, preserve and improve the public school system of Florida.

¹Ibid., Section 918.

²Ibid., Section 423(5).

The county school boards are authorized and empowered to create and appoint citizens committees and study groups from their localities to assist in the aforementioned surveys and plans.

The county school boards shall be authorized to employ special counsel to assist the county board's attorney in representing the board in any litigation involving rules and regulations and rulings and decisions of the board under the provisions of this subsection.¹

The law provides that:

The county school boards of the public schools of Florida are authorized and empowered to approve and adopt a county wide school building program, indicating the centers at which school work is to be offered on the various levels, the type, size, and location of schools to be established, and the steps to be taken to carry out the program. This program shall be a part of the long-time program for the county and, insofar as practicable, shall be based on the recommendations of a survey made or approved under the direction of the state department.²

The law also provides that the county school board of the public schools of Florida "select and purchase school sites, playgrounds and recreational areas located at centers at which schools are to be constructed and of adequate size to meet the needs of the pupils to be accommodated . . .³ Other duties and powers of the school boards are important in the educational program but the above sections apply more directly to school surveys and capital outlay services.

The duties and responsibilities of the county superintendent of public instruction are numerous and are stated in the School Laws of

¹Florida School Laws, 1955, Section 230.23(6gh).

²Ibid., 230.23(9a).

³Ibid., 230.23(9b).

Florida. Those duties and responsibilities of the county superintendent which seemed to be of special concern to this study are found in subsection 5 and 11a of Section 230.33. Subsection 5 reads as follows:

School Program: Prepare Long-Time and Annual Plans For—Supervise the assembling of data and sponsor studies and surveys essential to the development of a planned school program for the entire county; prepare and recommend such a program to the county board as the basis for operating the county school system. One phase of this program shall be a long-time program, and another shall constitute the annual program. The long-time program shall be concerned with the location and development of elementary, high, and special schools, school buildings, transportation, personnel, instruction, and other educational features involving the interest and welfare of the children and citizens of the county over a period of years. The annual program shall be concerned with the budget, sites to be purchased, buildings to be constructed, transportation routes, personnel, instruction, and all other phases of the school program for any particular school year, which shall be developed, insofar as possible, in harmony and conformity with the long-time program.¹

Subsection 11a of the same Section reads as follows:

School Building Program—Recommend plans and procedures for having a survey made under the direction of the state department, or by some agency approved by the state department, as a basis for developing a county-wide school building program as a phase of the long-time program for the county; recommend such program when sufficient evidence is available, specifying the centers at which school work should be offered on the various levels, the type, size, and location of schools to be established, and the steps to be taken to carry out the programs.²

Other important duties and responsibilities of the superintendent

¹Ibid., Section 230.33(5).

²Ibid., Section 230.33(11a).

concern "sites, building and equipment"¹ and "maintenance and upkeep of the school plant."²

Following the enactment of the Minimum Foundation Program Law in 1947 in the school systems of Florida "each county shall constitute a unit for the control, organization, and administration of schools."³ All public school classes and courses of instruction and all services and activities directly related to education in the county which are under the direction of the county school officials constitute a county school system.⁴

The school building program of the county should be based on the findings and recommendations of a school building survey. Before stating the Florida statutes requiring a county school building survey be made in each county, it was deemed advisable to recapitulate some of the circumstances leading up to the school building shortage. Thereby leading to the use of the school building survey in determining needs for new construction.

The greatest shortage of school buildings developed between 1930 and 1948. Back in the days of the great depression, the birth rate was low and there was no money available for school buildings. When World War II came along the birth rate started climbing and more money became available. But construction materials were used for purposes of war

¹Ibid., Section 230.33(11b).

²Ibid., Section 230.33(11c).

³Ibid., Section 230.01

⁴Ibid., Section 230.02.

and had war priority. Therefore, again school building construction was at a standstill. After the war the American birth rate continued to climb more fantastically than ever. The yearly average for 1930-39 was 2.4 million; 1940-49 it was 3.1 million; 1950-54 it was 3.8 million; and for 1955 the birth rate was estimated to be 4.0 million.¹

The school boards which had put money aside for school building construction after the war found that the inflationary prices were eating large chunks of their money each day. The dollar bought only forty per cent as much in 1955 as in 1930. After the lifting of the war time price and wage controls, prices of building materials and wage rates skyrocketed. The prewar dollar bought less. New estimates were necessary, new tax money had to be raised, property had to be reassessed, and towns created by the war boom had to make new enrollment projection estimates.

To add to the already difficult problem of providing school buildings for the increased population, the bumper crop of war babies were about ready to enter school. For eighteen years between 1930 and 1948 less money was spent each year for United States school construction than had been spent in 1930. There were hardly any schools constructed during this period. In 1948 just as money was being made available for schools and a dent was being made in school construction along came the Korean war with restrictions again being clamped on construction materials. The birth rate continued to rise. The schools were over crowded.

Not only was the birth rate increasing, furnishing more pupils

¹White House Conference on Education, op. cit., p. 23.

for the schools, but a larger per cent of the pupils were attending school and remaining in school for a longer period of time. "In the past eighty years, the population of the United States has more than tripled, but high school enrollments have been multiplied by 75%.¹ The Committee for the White House Conference on Education² found that obsolete building codes and limitations on taxation for new school construction were serious obstacles to progress. The Committee stated further:

In the richest nation in all history, there is no valid reason for the grimy, dilapidated, and overcrowded school buildings which too many children now occupy. It is an ironic truth that most Americans would not permit their children to live in a house which is as bad as the school buildings which many pupils are forced by law to attend.³

The Committee submitted the following eight recommendations pertaining to school building needs:

1. That every community determine its school-building needs in terms of the educational program established for the schools, and that new school construction be authorized only after a careful analysis of the pattern of district organization.
2. That equal consideration be given to the quality as is given to the quantity of schools needed. Groups of laymen and educators studying school construction in local school districts should take into account the great variety of facilities people want in a school building in addition to classrooms.
3. That encouragement be given to legislative efforts to modernize school-building codes and that States liberalize conditions for raising money for capital outlay.

¹Ibid., p. 24.

²Ibid., p. 28.

³Ibid., p. 6.

4. That research and experimentation in the field of school housing be increased at both the national and State levels, and that financial support be provided.

5. That every State department of education have a division of school house planning with adequate finance for both research and service to the local school districts.

6. That the plans of the United States Office of Education for research in school-building needs be supported by adequate appropriations of funds.

7. That communication among local school districts, States, and the United States Office of Education on school-building requirements be improved greatly, with State departments responsible for furnishing to the United States Office of Education uniform statistics on school-building needs, construction, and costs.

8. That continued study be given to the use of new building materials and methods of construction as possible means of effecting economics.¹

The trend was toward greater shifts in population during war years.

Many people moved from one area to another. Some areas were almost deserted, leaving very few people to pay for the bonded indebtedness while other areas became thriving communities over a short period of time. It became impossible to offer a valid prediction of the estimated school enrollment. Buildings in the deserted areas were almost empty while those of the thriving centers were overcrowded. The empty rooms in one situation could not be used to offset the deficit in the other situation.

The shift in population has been only one of the reasons for school building deficits and abandonment. Campbell² studied the Factors Contributing to the Abandonment of School Buildings and enumerated

¹ Ibid., p. 29.

² James T. Campbell, "Factors Contributing to the Abandonment of School Buildings," (unpublished doctoral dissertation, University of Florida, Gainesville, June, 1952), p. 155.

several factors. He listed, in addition to changes in population, changes in concepts concerning what constitutes an adequate and acceptable school program; small sites; changes in the concepts of a safe, comfortable and hygienic building; changes in the environment of the school; changes in the structure of the building through deterioration, and mistakes in original planning. Changes in means of transportation, need for greater economy in operation of school system, damage to building by storm or fire, and availability of space to accommodate pupils from unsatisfactory school centers or buildings were also listed as contributing factors to school building abandonment.

Campbell¹ derived implications from the study suggesting a need for more careful planning before any major school building is constructed, careful studies in population and economic changes to be made in connection with the planning of new school buildings, the location of school buildings on basis of facts, provision of adequate sites, designing buildings for flexibility, and assurance of sound structural design.

To provide for careful planning for school building construction there is included in the Florida Laws a section which requires that the location of no school building be approved until a school building survey has been conducted in the county and the building program for the entire county be formulated based upon the recommendations of the survey. The section requiring school building survey is as follows:

Survey Required--As soon as practicable, unless a school survey has been made in the county within the past ten years, each county board shall arrange for

¹Ibid.

a survey of the county school system to aid in formulating a long-time program for the schools of the county. The report based on the survey shall show the location and condition of all school buildings, the location of pupils and the transportation routes, the places where schools for the various grades should be maintained temporarily or permanently, and shall include such other information as may be required under regulations of the state board. The county board may request assistance from the state department in carrying on the survey or may utilize such other agency as may be approved under regulations of the state board. A copy of each survey report with accompanying maps shall be filed with the state superintendent.¹

The school plant program of the county shall be based upon the findings and recommendations of a school survey report. The section of the Florida School Laws covering this requirement reads as follows:

School Plant Program Based on Survey--The county board of any county in which a survey has been made, as provided in this chapter, shall, within six months after the completion of the survey, adopt and submit to the state superintendent a proposed school plant program for the schools of that county. This school plant program of the county shall, insofar as practicable, be based upon the findings and recommendations of the survey report. The program shall take into consideration the school needs of the entire county. From time to time, as conditions and needs change, the program may be amended by resolutions adopted by the county board, provided copies of the resolutions with supporting evidence are filed with the state superintendent. The state superintendent shall cause a study to be made of the proposed program, or amendments thereto, for each county and shall submit to the county board his recommendations for improvements in the program.²

Section 18, Article XIII of the Constitution of Florida was adopted November 4, 1952 and provided in regard to capital outlay and surveys

¹Florida School Laws, 1955, Section 235.15.

²Ibid., Section 235.16.

that:

Capital outlay projects of a county shall be eligible to participate in the funds accruing under this Amendment and derived from the proceeds of bonds and motor vehicle tax anticipation certificates and from the motor vehicle license taxes, only in the order of priority of needs, as shown by a survey or surveys conducted in the county under regulations prescribed by the State Board, to determine the capital outlay needs of the county and approved by the State Board; provided, that the priority of such projects may be changed from time to time upon the request of the Board of Public Instruction of the county with the approval of the State Board.¹

All building construction for public school purposes in any county in Florida shall meet all minimum standards prescribed by law or by rules and regulations of the State Board of Education and all minimum standards prescribed jointly by the State Board of Education and the State Board of Health.² To insure that all school buildings constructed or materially altered or added to, hereafter conform to minimum standards prescribed by law and by regulations of the state board, plans and specifications for proposed construction must be submitted to the State Superintendent, by the county board, for analysis and recommendation.³

In selecting sites for new school centers, the county board must be sure that the site is adequate in size to meet the needs of the school to be served. Each school site shall contain a minimum of two acres for a one-teacher school and at least one acre shall be added to this

¹Florida Constitution, op. cit., Section 18(d).

²Florida Laws, 1955, Section 235.24.

³Ibid., Section 235.25.

minimum size of the site for each fifty pupils enrolled in the school after the first fifty pupils and until the enrollment reaches five hundred pupils.¹ Any old sites that are considered inadequate to conform to these minimum standards should be increased to meet these standards.

No county superintendent shall recommend tentative approval, and no county school board shall tentatively approve plans for construction of any buildings in the county, unless certain minimum requirements or regulations in conformity with the school code have been fully complied with.² The county board shall require the county superintendent to submit to the State Superintendent certain required forms and plans for approval before the contract has been let for the construction of any school building.³

The amount of funds the county receives from the State as its annual apportionment for capital outlay and debt service is determined and provided in Article XII, Section 18 of the Constitution and state board of regulations pertaining thereto. Subsection 6 of Section 236.07 of the Florida School Laws contains the procedure for determining the amount to be included for capital outlay and debt service and reads as follows:

The amount included in the minimum foundation program for capital outlay and debt service shall be as determined and provided in Article XII, § 18 of the constitution and state board of education regulations pertaining thereto. Any portion of the fund not needed during any fiscal year may be carried forward in ensuing budgets or temporarily

¹Ibid., Section 235.20.

³Ibid., Section 235.27.

²Ibid., Section 235.26.

invested as prescribed by law or regulations of the state board of education.¹

Summary

Florida has continued to study, discuss, and recommend ways and means for improving the educational program of the state. Beginning with the Educational Survey Commission in 1927, and proceeding through the Constitution of Florida, the Florida School Code revisions from the nineteen-thirties, the Minimum Foundation Program of 1947, through the 1955 edition of Florida School Laws, Florida has continued to push the educational program. The school building survey program as carried out by the State Department of Education has been one of the major improvements in state school system practice in the last two or three decades.

The school districts of Florida in the early part of this century were organized about a community. This led to many school districts that provided too small a base for economical and efficient development of the school systems. Many writers credit the southern states with leading the movement for larger school districts and improved organization.

Careful research and experience has indicated that to provide adequate and economical administrative services, local school districts should have at least 1,200 pupils and forty teachers.

The system of school organization most widely used nationally and which has shown greater promise of providing good schools is one in

¹Ibid., Section 236.07(6).

which people elect the school board and through them express their desires about the school. The school board selects a qualified superintendent of schools and makes him responsible for administering the school program. Florida is the only state in the nation which has no appointed superintendents.

Under the present system of organization in Florida there are many chances for conflict because of the dual boards of control-- Board of Public Instruction and Board of Trustees.

A minimum foundation program suggests equalization of educational opportunities at a desired minimum level. To provide equalization of opportunities requires cooperative efforts on the national, state, and local levels.

The states still vary widely in wealth per child of school age. The income of the people per child of school age has changed from a ratio between the most liberally supported schools and the poorest schools of six to one in 1940 to a ratio of four to one in 1953. Florida's average income per child five to seventeen, expressed in 1953 dollars, has increased from \$4,035 in 1940 to \$6,408 in 1953; an increase of 64 per cent.

The Florida Minimum Foundation Program Law was enacted in 1947. It provided assistance to county school boards in maintaining a minimum foundation program for all schools in the county and substantially equal public educational opportunities. Among other provisions for schools, the law provided capital outlay funds from state tax sources for school buildings.

The Florida School Building Surveys are conducted in accordance with Section 18, Article XII of the Florida State Constitution authorizing State Board of Education Bonds for Capital Outlay Expenditures, provisions of Section 235.15, pertaining to periodic school surveys, and Section 236.07(6), relating to the requirements of the Minimum Foundation Program Law for the use of Capital Outlay Funds, Florida School Laws.

Analysis of Procedures Used in Making the Florida School Survey

The methods and procedures used in the Florida School Building Surveys have followed the same general pattern from the beginning but have been continually adapted to fit changing situations and improved as a result of the experience and research of those working on survey programs.

For many years the State has been concerned with education and the most efficient expenditure of school funds possible in order to provide adequate opportunities on a minimum basis to every pupil in the State. School surveys have been required since 1941 to help counties locate school centers as efficiently as possible, to provide as adequate school facilities as possible within the limitations of funds available and to provide school facilities where and when they are needed without excessive construction where there is no conclusive evidence of need.

In 1947 the State greatly expanded its financial support to the public school systems of the State. The Legislators and other representatives of the people were greatly concerned that the increased expenditures should be spent wisely and equitably for the benefit for all

children of the state. Therefore, many provisions were included in the law to insure that minimum approved standards be met and to reduce the possibility of wasting school funds through the ineptness of local school administration.

The role of the school survey was stressed as part of the procedure for planning school plant programs scientifically. The survey staffs were charged with responsibility for increasing the efficiency of the expenditure of large sums of public money.

The development and maintenance of good relationships between local school systems and the state school system was imperative. The success of the survey depends on the integrity and competency of those selected to make the school surveys.

In order to finance the building program of the state a partnership between the state and county developed, with the state in most instances paying the larger share. To receive capital outlay funds from the state for school buildings it is mandatory that the county board of public instruction request that a school survey be made of the county school system in order to determine building needs and help in the establishment of priorities of building needs.

The survey of school building problems and needs of the county school system is made at the request of the county board of public instruction pursuant to the requirements of Florida Statutes, Section 235.15, pertaining to periodic school surveys; Section 236.07(6) relating to the requirements of the Minimum Foundation Program Law for the use of capital outlay funds; and Section 18, Article XII of the Florida

State Constitution authorizing State Board of Education's bonds for Capital Outlay expenditures.

The Florida State Department of Education under the direction of the State Superintendent of Public Instruction has the responsibility of designating the staff members for conducting the county school building surveys.¹

The membership of school survey staffs generally contained representatives of the Florida State Department of Education; University of Florida and/or Florida State University; and other members from any of the following groups: administrative personnel of county staffs, personnel of public schools, and graduate students from the University of Florida and Florida State University. An effort is made to provide a variety of backgrounds.

Under the chairmanship of a representative of the Florida State Department of Education or a professor of educational administration at the University of Florida or Florida State University the survey staff has competent leadership by men with many years of educational experience. The survey staffs are capable of providing specialized knowledge and opinion on matters relating to the public school program, school organization, administration and finance, and school buildings.²

Further analysis of the membership of the survey group indicates that the State has been served by men with many years of varied educational experience and leadership. Many of the members of the survey

¹Florida School Laws, 1955.

²See Appendix A , p. 213.

staff have lived in various parts of the United States and bring to the group knowledge and skill from a variety of experiences in the field of educational administration. The architect is familiar with specific phases of the building program; the college professors are familiar with many phases of education, since most of them have been teachers, school principals and superintendents, and are now teaching educational administration to teachers, principals and superintendents; and the members from the counties or public schools have had years of experience in teaching and school administration. The graduate students from the University of Florida and Florida State University not only find rich learning opportunities but make valuable contributions to the survey group since most of them have background experience in teaching and school administration as well as professional training for service on the survey team.

Although the members of a survey staff have varied backgrounds of training and experience and divergent points of view, they readily become a unified working group with common objectives and operating standards.

A preliminary meeting is usually called by the county superintendent and county school board for the evening preceeding the first day of the survey. At this meeting which is open to the public, the county superintendent introduces the members of the board and the visitors from various schools of the county. The purpose of the meeting is to present information to the survey staff concerning building and other needs at individual schools and for the county as a whole. The superintendent introduces the chairman of the survey team. The chairman defines the

general purpose of the school surveys in Florida and explains the procedure for making the survey. He introduces the members of the survey team. The chairman's introductory speech might parallel that of Arnold when he said:

It would be emphasized that a survey is not an 'investigation' in the sense of looking for the bad only, nor is it concerned with fixing blame upon individuals. Its goal invariably should be an 'improvement of school practice'. This may require changed financial procedures, administrative organizations, curriculum revisions, new policies, or any number of other variables.¹

The chairman of a Florida School Survey generally informs the people attending the meeting that the primary purpose is to determine the need for new centers, reorganized attendance areas, new school buildings, and improvement of old buildings and not curricula, personnel or instruction, and that the priority for capital outlay needs are determined by such a survey.² He describes the cooperative methods of the survey and explains that personnel of the local system have already collected data, filled out forms, prepared spot maps, and made other preparations. The recommendations to be made will represent the combined thinking of the total survey staff. The local people present are invited to provide additional data and make suggestions for accomplishing the purpose of the survey.

The chairman may arrange with the superintendent and school board members to make a brief oral report at the termination of the survey. The written report is duplicated by the State Department of Education and

¹W. E. Arnold, "Are School Surveys Worth While?" American School Journal, CXI (October, 1945), 28.

²The Florida School Laws, 1955, Section 235.16 and State Board of Education Regulations, p. 189G.

a number of copies made available to the county superintendent and board members for their use. The State Department of Education makes a representative or representatives available to the county for consultation with school officials or to hold public meetings for discussing the recommended building program.

After a preliminary meeting the chairman usually meets with the members of the survey group to plan the details of the survey, to organize the teams, and to adopt uniform procedures and standards for making the study. The total survey staff is divided into teams of two to four staff members depending upon the number and experience of personnel and the number and size of the schools in the county. The superintendent divides the county schools into the number of groups corresponding to the number of teams. The individual groups will be coordinated to form the total county group and cooperate in analyzing the data, making decisions, and preparing the final survey report.

Before the survey group arrived in the county to make the survey, personnel of the county system had been making plans and collecting information and data. The central staff of the community with the assistance of principals and teachers prepared spot maps¹ of the county to indicate the location of the school centers, the home of each pupil by grades and by school, the transportation routes, and geographical data. The method used in the preparation of spot maps vary from county to county. In most cases, the pupils attending a certain school center are shown by

¹A copy of "Preparation of Spot Maps for Survey" can be found on p. 228. For additional information regarding maps see Florida School Bulletin (February, 1945), p. 8.

spots colored the same as the school centers. Each pupil in grades 1-6 has the location of his home indicated by a circle, pupils in grades 7-9 are represented by a triangle, and pupils in grades 10-12 are represented by a square. In this way the attendance area of each school center, and the overlap in attendance areas, if any, can easily be seen. In most cases the county supervisors or other school officials have helped or have prepared the spot maps with the aid of the teachers, pupils, and local people.

The principal of each school has assembled information and recorded it on a school plant information form¹ furnished by the State Department of Education showing the following: (1) information about the site, (2) the buildings, (3) the service systems, (4) the classrooms, (5) the special rooms, (6) laboratories, (7) the general service rooms, (8) the administrative rooms, and (9) presents floor plans of the building and a plot plan of the site. When completed this form and the work maps for the attendance area should have been sent to the office of the county superintendent. The survey should not begin until this information is available for all schools of the county.

Attendance tables² are made available to the survey team showing the school attendance by grade for the past ten years and the first month of the preceding school year. These are used by the survey team in estimating future enrollments.

Each survey team receives the completed School Plant Information

¹See Appendix C, p. 222.

²See Appendix D, p. 242.

Form for each school it is to visit. These forms are studied and double checked by the members of the team to enable them to get an overview of the schools they are to visit. On the first day of the survey the several teams are driven to each school in their respective groups, usually by a supervisor or other county employee. At each school, notes¹ and an inventory² are taken by the members of the group as to the conditions of the site, buildings, size of the classrooms and other facilities, the toilets, drinking fountains, heating and lighting systems, walls and floors, type and condition of paint on floors, walls, and ceilings in order to describe the schools accurately and provide first hand data for determining needs.

It is not the purpose of the school building survey to make a comprehensive investigation of the curricula, teaching methods, or personnel except to the extent that the philosophy and content of the school system may effect the recommendations for a school plant program. However, the staff must have information concerning program trends and county instructional policies in preparing their reports and developing their recommendations. A survey staff is interested in county policies over and above state minimum standards. County officials have the authority and responsibility for providing educational opportunities and facilities, beyond the minimum required by law.

Each survey team writes a description of the site, the buildings,

¹See Appendix C , p. 231.

²See Appendix D , p. 235.

and pertinent information¹ of each school visited and tabulates data concerning classification of centers,² new construction, alterations, and estimated cost.³ The written reports are brief but sufficiently detailed and descriptive to enable any person reading the report to visualize and understand the conditions at the school center without visiting the center.

In case the county school board has evidence concerning changes in the county since the survey was made or can challenge the soundness of the recommendations of the survey staff, it is possible to ask the State Department to send representatives to the county to make a spot survey of the situation and make a new report if the new data found by the survey team warrants a change in recommendation, otherwise the recommendations remain the same. This new report becomes an amendment to the original survey report.

Graduate students in school administration who have had some experience in teaching and administrative work are frequently used in the collection of data for survey purposes. All have experience and training in the problems and areas pertinent to planning school building programs. They know what type information is needed, and any special material which must be used. They know ways of organizing the information after it is collected, in order that it may be most helpful in interpreting and evaluating the conditions.⁴

¹See Appendix C , p. 238.

²See Appendix C , p. 236.

³See Appendix C , p. 239.

⁴W. W. Carpenter, "A School Building Survey Work Sheet," American School Building Journal, LXXXIII (August, 1931), 57.

Graduate students participating in the school building survey program as members of the survey team, receive valuable learning experiences. They work closely with competent authorities in the field of educational administration, school finance, school buildings, and school building surveys.

There are certain specific steps common to all successful school building programs from the recognition of need to the occupation of the new school plant. The school survey as a basis for long time and year by year planning is required at intervals in Florida. The steps taken in making the school building surveys in Florida are:

1. The County Board of Public Instruction adopt a resolution requesting the Florida State Board of Education to make a survey and agrees to pay travel expenses of the persons making the survey.
2. The State Superintendent appoints a survey staff.
3. The State Department of Education sends instructions to county board of education concerning preliminary materials to be prepared before the survey team visits the county. This information includes spot maps, pupil population trends, school plant inventory for each school center and other information which may be requested.
4. When the board has secured the required preliminary information, the survey team visits the county. The survey team organizes into sub-teams, usually of two to three members, and inspects every school plant in the county. The survey team checks the information provided on the school plant inventory form furnished by the principal, and tabulates specific kind of information, and makes its evaluation of school plant facilities.

5. The survey team writes a description of each school plant in which the facilities available at each school center are inventoried and evaluated.

6. The survey team makes a projection of future population trends in the county. Estimates are made of the portion of the total anticipated school population which will be located in each of the existing attendance areas at the end of the period for which predictions are made.

7. The survey team calculates the desirable capacity at all existing school plants.

8. The survey team analyzes all of the information obtained including that described in items five and six above and estimates what reorganization should take place in establishing a sufficient number of satisfactory school centers, what new schools should be established, and the additional capacity of every attendance area of the county. It recommends that existing plants be expanded or new sites for new centers be established as the case may require. Table III¹ of the Florida County School Building Survey Report contains most of the data mentioned above. It is used to show present and estimated school membership of the county by elementary, junior-high, and senior-high school groups for both white and negro pupils. It also presents the additional capacity needed for the period of the forecast estimate.

9. The survey staff evaluates all existing centers and classifies each as a C-1, C-2, C-3, C-4, or C-5.² These classifications are

¹See Appendix D, p. 244.

²See Appendix C, p. 236.

assigned school centers for the purpose of approving Capital Outlay projects to be financed from Foundation Program Capital Outlay Funds.

10. The school survey staff also studies the need of each school center for space other than classrooms. Such space may include administrative suites, auditorium, laboratories, cafeterias, clinic room, shops, library, gymnasium, and special education rooms. Recommendations above the minimum requirements are made in terms of the ability and expectations of the county to provide for additional facilities.

11. Alterations of existing space are also recommended where needed. Alterations may include changing partitions, improving heating systems, improving lighting systems, and improving plumbing systems.

12. The square footage for the additional construction is estimated in terms of uniform standards. The sizes of rooms or the inclusion of special rooms and areas contained on the chart may be varied in accordance with the policy of the county.

13. The cost of construction is estimated as follows:

- a. The number of square feet of construction is multiplied by an estimated average cost per square foot based on recent construction costs of school building in the county and surrounding areas and the best information available concerning trends in such costs.
- b. The cost of architect's fee is estimated at six per cent of the total estimated cost as concluded in (a) above.
- c. Cost of equipment is calculated at ten per cent of the contract cost as determined in (a) above. The cost of sites is estimated by multiplying the total acreage of additional

sites recommended by the average cost per acre of property suitable for school sites in the county. The cost of site improvement is calculated by multiplying the total number of acres of additional sites recommended by average per acre cost of the kind of improvements recommended.

- d. Several techniques are used for estimating the cost of alterations. The cost for improving lighting is estimated at a fixed amount per room in accordance with recent cost trends. Other types of alterations are estimated on the basis of formulas and procedures appropriate to the specific improvement.

- e. The cost of the total program is the sum of (a) through (d) for each school center.

- 14. An analysis is made of current status of indebtedness, revenues, and resources of the county school system, and a plan is recommended for the financing the proposed program.

15. A preliminary report of the survey is made to the superintendent, his staff, members of the Board of Education and any lay people he may invite to the meeting. The entire group is encouraged to analyze and discuss the recommendations of the staff, and bring to their attention any facts it believes the survey staff has overlooked. The survey staff considers the suggestions and modifies the recommendations if it believes it is justified by the additional evidence submitted.

16. The state superintendent then causes the survey to be mimeographed and the number of copies of the survey requested are sent to the county. This number may be several hundred. Sometimes a Board of Public

Instruction may print the survey report in order to give it wider distribution.

17. The Board of Public Instruction then considers the recommendations contained in the survey and adopts a long range building program based on recommendations contained in the survey. The recommendations of the survey are generally considered adequate on a minimum basis. The county is encouraged to provide more liberally if it wishes, provided all minimum needs are met in order of priority. The boards frequently approve the recommendations exactly as made in the survey. Sometimes the boards request reconsideration of some specific recommendation contained in the survey. Representatives of the State Department then come to the county and consider the request of the board for a change in the recommendations; if the board proposed an alternate recommendation which is equally as good as the recommendation contained in the survey, the request of the board is approved. If not, it is denied.

18. The board then establishes a priority on its building projects if the projects are financed in whole or in part from state funds. The State Superintendent must approve this priority. Local boards may supplement state funds with local bond issues in an amount sufficient to construct all proposed building projects and therefore the priority of the project is immaterial since all projects will be completed.

19. The board then proceeds to arrange for the financing of the proposed building program. This building program may extend over a five year period, or longer. Therefore, the financing is not always

provided for all the projects at one time. The projects are financed from minimum foundation program capital outlay and debt service funds, state board of education bonds, proceeds of local bond issues, proceeds from local pay-as-you-go building levys, and Federal funds if the county is entitled to such funds under the provision of Federal laws relating to impact areas.

20. The board employs architects to provide plans and specifications for projects and to supervise projects under construction. Both preliminary and final plans must be submitted for the approval of the state school architect who is a member of the staff of the State Department of Education. These plans and specifications are approved in accordance with Florida Statutes and the regulations of the Florida State Board of Education. The parts of the plan dealing with sanitation must also be approved by the Florida State Board of Health.

21. The board then advertises for bids from contractors for the construction of buildings and contracts are let.

22. The board cannot accept the building until it has been inspected by the state school architect and his staff and given a certificate of approval. Ten per cent of the contract cost of building must be withheld from contractor until construction has been approved by the State Board of Education.

Summary

The methods and procedures used in Florida School Building surveys are continually being revised and improved as the needs of the situations require. The responsibility of the State Superintendent of Public In-

struction for conducting the survey is delegated. The duly appointed representative of the State Department of Education selects a survey staff of competent and experienced personnel from other departments of the State department of education, State Universities, county administrative staff, public schools, and graduate students from the State Universities.

The survey group studies various phases of the educational program of the county but is chiefly concerned with the number of classrooms and related facilities needed to provide housing for the school population of the county for the next few years. Included in this study of classroom requirements, are those of minimum building requirements and standards, bus transportation, and financing the proposed program.

After a thorough study has been made in the county, a preliminary report of findings and recommendations is given to the superintendent and school board and any others who are interested. A final report of the findings and recommendations is prepared and returned to the county. Any time the county superintendent or county school board feels the need for further study of the county as a whole or any specific situation, the state department will gladly furnish a competent consultant. Suggestions for improving the surveys are always welcome by the state department. Using the recommendations of the survey staff as a basis, the county school board adopts a long and short term school building program as a means of establishing priority of projects, implementing the recommendations, and meeting the building needs of the county.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

With the help of informed and qualified officials in each county, a careful check was made of the action taken on each of the specific recommendations in regard to new construction at old and/or new centers and the plan for financing the proposed school building program.

The data giving the number of recommendations for new construction proposed by the survey staff, the proposed financial plan, the degree to which these recommendations have been implemented by each county and an analysis of these data will be presented in this chapter. The data were gathered by means of the following instruments: a Check Sheet for Construction, a Financial Data Sheet, and a Check Sheet for Survey Evaluation. Data from the Check Sheet for Construction and the Financial Data Sheet were obtained through personal interviews with the county superintendents of the respective counties included in this study. Data for the survey evaluation was obtained through the mail.

As mentioned previously in this study, the specific counties of Florida selected for intensive study were determined by the per cent of school population increase for the five year period 1948-49 and 1953-54 based on the total school membership.¹ The study was limited to (1) an analysis of the recommendations for new school building construction at old or new sites approved by the State Department of Education, (2) the method of financing the proposed school building program, and (3) the

¹Biennial Report, op. cit.

opinions of the county superintendents and board members of the sixty-seven counties of Florida toward the benefits of the school building survey program. An attempt was made to evaluate the benefits to the county of the survey program in providing assistance in developing the school building program for the county. Check sheets were sent to each county superintendent and to each school board member in Florida to secure data for the evaluation of the survey program.

Work sheets were developed for analyzing the survey recommendations for new construction and methods of financing the proposed building program. These work sheets were filled out during an interview with each county superintendent. The completed work sheets then contained recommendations from the latest school building survey¹ conducted in the respective counties since the enactment of the Minimum Foundation Program Law but did not consider implimentation later than February 1950. Many of the counties included in the study group built new school buildings at approved centers since one or more surveys had been made. Although information pertaining to school building construction since 1950 is not part of this study, it has been included in the analysis of data.

The data were analyzed by presenting the information compiled from each county as an individual case study, listing the number of classrooms and other facilities recommended and comparing it with the number built. The comparison between facilities recommended and those

¹The latest survey reports are on file in the Office of the State Department of Education, Tallahassee, Florida

built is shown by means of a table for each county studied. A descriptive analysis of the number of classrooms and other facilities, including when known, the reasons the recommendations were not implemented is also given. Data showing the construction approved since the survey is also shown in the table.

An analysis of the method of financing the proposed school building program for each county is presented by comparing the financial method proposed by the survey staff with the financial method used by the county.

An analysis of the responses to the Work Sheet for Survey Evaluation¹ is presented in tabular form and comparative descriptive analysis is presented. The data from the responses of the county superintendents are presented and analyzed. The data from the responses of the county school board members are presented and analyzed. Then the data from the two groups are combined, analyzed and presented as representative of the combined thinking and feeling of the superintendents and school board members of the State toward the benefits received by the counties from the State school building survey program.

All proposals included in the school building surveys were based on the latest data available at the time of the survey and, in most instances, either gave the construction necessary to meet present needs or projected the school building needs for five years. In most cases surveys made prior to 1950 were to determine present needs.

¹See Appendix B, p. 220.

Recommendations For New Construction And Finance

Brevard County - Group "A"

The State Department of Education at the request of the Superintendent of Public Instruction of Brevard County sent representatives to conduct a county-wide school building survey in February 1950. The recommendations for new construction and the degree of implementation is given in Table I. The survey team, upon the basis of the studies made of the county schools, made the following recommendations:

1. (a) Thirty additional classrooms and (b) nineteen other facilities for white schools of the county.

Fifty-two classrooms were built at proposed centers or twenty-two more than recommended. Eighteen of the nineteen other facilities recommended were built, the other one recommended was fulfilled by remodeling the old instead of building a new one.

Nineteen additional classrooms were built at white centers approved since the 1950 survey and twenty-three additional other facilities, not in recommendations, were built at old and/or new white centers since the survey.

2. (a) Thirty-one additional classrooms and (b) fifteen other facilities for the negro schools of the county.

Thirty-nine classrooms were built, eight more than recommended, and twelve of the fifteen other facilities were built. The other three recommendations substituted cafeteriums for lunchroom and auditorium or general purpose room.

There was no need for additional classrooms to be built at negro

centers approved since the survey but five additional other facilities, not in the recommendations, were built at old and/or new negro centers since the survey.

Thirty more classrooms were built than recommended by the survey, but four other facilities less than recommended were built.

Nineteen additional classrooms were constructed at centers approved since the survey and twenty-eight additional other facilities were built at old and/or new centers since the survey.

Brevard County has grown more rapidly than anticipated by the survey staff. Subsequent surveys have been made since 1950 recommending additional classrooms and other facilities. The additional construction given in this study is implementing the recommendations of later surveys.

Financing

The plan recommended for financing the 1950 proposed building program given by the survey staff was:

1. Use the current Minimum Foundation Program Capital Outlay Allotment on a Pay-As-You-Go basis. The Foundation Program Capital Outlay Allotment was approximately \$62,000 during the school year 1949-50.
2. Levy four mills for debt service on new bonds and continue the three mills of district levy for building and bus reserve. Seven mills will yield approximately \$105,000 per year. This should be used as follows: \$89,000 for debt service on new bonds, and \$16,000 to provide capital outlay needs in the future, not anticipated in the bond issue.
3. A County-wide bond issue in the amount of \$1,380,000.

4. Federal Funds for the Patrick Air Force Base School.

Brevard County financed the building program by means of \$927,000 in State Board of Education Bonds, \$414,000 Federal Funds for Melbourne and \$832,000 Federal Funds for Cocoa or a total of \$1,246,000 in Federal Funds.

Brevard County levied millage by districts. Each of the districts has a definite millage levied. The millage by districts is as follows:

District #1	Titusville	5 mills
District #3	Eau Gallie	4 mills
District #4	Melbourne	4 mills
District #6 and #6A	Cocoa	9 mills

Since each district levied a definite millage, they also float individual district bond issues. The following bonds were issued by the districts:

District #1A	\$ 250,000	Titusville
District #4A	250,000	Melbourne
District #6 and #6A	<u>900,000</u>	Cocoa
Total	\$1,400,000	

Brevard County had another general school building survey in 1952, another in 1954 and another in 1956. The difference in the school plant facilities recommended in the 1950 survey and the facilities actually constructed were all covered in the 1952 and 1954 surveys. The 1956 survey of Brevard County recommended that 241 additional classrooms be constructed between 1956-61. Therefore, this county grew far more rapidly than was anticipated by the 1950 survey staff. The extraordinary growth in Brevard county was caused by the development of Patrick Air Force Base

TABLE I

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION
BREVARD COUNTY SCHOOL BUILDING SURVEY OF FEBRUARY 1950.

RECOMMENDATIONS FOR CONSTRUCTION OF NEW CLASSROOMS				RECOMMENDATIONS FOR CONSTRUCTION OF GEN. SERVICE, SPEC'L & ADMIN. ROOMS					
Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other Facilities Constructed Since Survey ^b		
							Old	New	
							Centers	Total	
White	30	52	+22	19	19	- 1	17	6	23
Negro	31	39	+ 8	0	15	- 3	5	0	5
Total	61	91	+30	19	34	- 4	22	6	28

^aSource: Florida State Department of Education.

^bObtained from office of County Superintendent of Public Instruction, Brevard County, Titusville, Florida.

for guided missiles and the general growth of all counties bordering the Atlantic.

Collier County - Group "A"

The State Department of Education at the request of the Superintendent of Public Instruction of Collier County sent representatives to conduct a school building survey on January 1948. The recommendations for new construction and the degree of implementation is given in Table II. The survey team, upon the basis of the studies made of the county schools, made the following recommendations:

1. (a) Thirteen additional classrooms and (b) twenty-four other facilities for white schools of the county.

Eleven classrooms were built, which was two less than recommended. Nine classrooms recommended at one center were not built because the recommendation was believed to be unsound due to lack of anticipated population growth. The county continues to use old building.

Seventeen of the twenty-four other facilities recommended were built. Five recommendations were not implemented because of lack of money. Two recommendations were thought to be unsound.

Twenty-one additional classrooms were built at centers approved since the survey, and eighteen other facilities, not in recommendations, were built at old and/or new white centers since the survey.

2. (a) Six additional classrooms and (b) four additional other facilities for the negro schools of the county.

Six classrooms were built; all that were recommended.

Two of the four other facilities recommended were built. One

TABLE II

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
COLLIER COUNTY SCHOOL BUILDING SURVEY OF JANUARY 1948 AND SPOT SURVEY OF JUNE 1950

RECOMMENDATIONS FOR CONSTRUCTION OF NEW CLASSROOMS				RECOMMENDATIONS FOR CONSTRUCTION OF GEN. SERVICE, SPEC'L & ADMIN. ROOMS			
Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other Facilities Constructed Since Survey ^b
							Old New Centers Centers Total
White 13	11	- 2	21	24	17	- 7	8 10 18
Negro 6	6	0	6	4	2	- 2	2 11 13
Total 19	17	- 2	27	28	19	- 9	10 21 31

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Collier County, Everglades, Florida.

center combined a lunchroom and auditorium to make a cafetorium. The recommendation for a library was thought to be unsound because of low enrollment.

Six additional classrooms were built at centers approved since the survey, and thirteen additional facilities, not in the recommendations, were built at old and/or new negro centers since the survey.

Collier County built seventeen of the nineteen classrooms and nineteen of the twenty-eight other facilities recommended by the 1948 survey staff.

Twenty-seven additional classrooms were built at centers approved since the survey and thirty-one other facilities were built at old and/or new centers since the survey.

There was a special survey made in Collier County in June 1950 to study the Immokalee situation, which had shown a large increase in school population since the 1948 survey. The recommendations of this survey were included with those of the 1948 survey.

Financing

The plan recommended by the survey staff for financing the 1948 proposed building program was:

1. Use current Minimum Foundation Program Capital Outlay Allotment in the amount of \$17,528 for the 1948 proposals.
2. Current Pay-As-You-Go with local tax levies. One-third mill yielded \$3,378 in 1948.
3. Racing Commission Funds in the amount of \$43,500.
4. A County-Wide Bond Issue in the amount of \$300,000.

Collier County financed the building program by means of State Board of Education bonds in the amount of \$299,000 and \$43,500 from Racing Commission funds. Racing Commission funds are allocated to the County Board of Commissioners or allocations are made by a local application law which gives the school board amounts in the different counties which varies from 0 to 100 per cent of Racing Commission funds. Only a few county school boards do not receive any Racing Commission funds. As one of the counties in the group used for intensive study, Collier County does not have an agreement to receive any Racing Commission funds annually.¹

The individual counties have local legislation to help in the division of the Racing Commission funds. There are two ways by which the county board of public instruction can receive Racing Commission funds: (1) by being in the good graces of the County Commissioners and (2) by passing an act to force County Commissioners to give a certain amount or per cent to the board of public instruction. Racing Commission funds were allocated for school buildings in the county in 1948 only. Collier County does not receive money from Racing Commission funds for school building purposes. The school board has made no agreement with the County Commissioners to receive Racing Commission funds for schools.

The Collier County school board plans to spend \$1,100,000 for new construction. New estimated costs for construction is \$15 per square foot in 1956 instead of \$11 per square foot in 1948. The voters

¹An interview with W. D. Reynolds, Superintendent of Public Instruction, Collier County, April 2, 1956.

of Collier County passed a \$700,000 bond issue in May 1955. The assessed valuation of Collier County has increased. In 1948, a one-mill tax levy would yield approximately \$10,000 while in 1956 it yields \$16,000.

In 1948 the annual State Capital Outlay Allotment to Collier County was \$13,146. The county had to provide annually \$4,382 as its share of the matching fund for capital outlay. The total available annually to Collier County for Capital Outlay under the Minimum Foundation Program was \$17,528 for the school year 1948-49.

Collier County had another general school building survey in 1954. The difference in school plant facilities recommended in the 1948 survey and the facilities actually constructed were all covered in the 1954 survey. This county grew far more rapidly than was anticipated by the 1948 survey staff. The rapid growth in Collier County was caused primarily by the development of more farm acreage. The growth in this county has been especially rapid in the Immokalee area.

Broward County - Group "A"

The State Department of Education at the request of the Superintendent of Public Instruction of Broward County sent representatives to conduct a county-wide school building survey on January 1950. The recommendations for new construction and degree of implementation is given in Table III. The survey team, upon the basis of the studies made of the county schools, recommended:

1. (a) Ninety-two additional classrooms and (b) thirty-nine additional other facilities for the white schools of the county.

TABLE III

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
BROWARD COUNTY SCHOOL BUILDING SURVEY OF JANUARY 1950

RECOMMENDATIONS FOR CONSTRUCTION OF NEW CLASSROOMS				RECOMMENDATIONS FOR CONSTRUCTION OF GEN. SERVICE, SPEC'L & ADMIN. ROOMS					
	Number Recom- mended ^a	Number Built ^b since the Survey ^b	Number Built ^b at Centers Approved Since the Survey ^b	Number Built ^b since the Survey ^b	Number Built ^b since the Survey ^b	Number of Other Facilities Constructed Since Survey ^b		Total	
						Old	New		
White	92	190 13 ^c 18 ^d	+98 +13 ^c +18 ^d	39	20	-19	2	24	26
Negro	89	143 52 ^c 5 ^d	+54 +52 ^c + 5 ^d	37	20	-17	6	3	9
Total	181	333 65 ^c 23 ^d	+152 + 65 ^c + 23 ^d	76	40	-36	8	27	35

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Broward County, Ft. Lauderdale, Florida.

^cTemporary Classrooms.

^dPortable Classrooms.

The following were built for the white schools: one hundred and ninety permanent classrooms, thirteen temporary classrooms, and eighteen portable classrooms. This was a total increase over that recommended of ninety-eight permanent classrooms, thirteen temporary classrooms and eighteen portable classrooms.

Twenty of the thirty-nine other facilities recommended were built. Eighteen of the other nineteen recommended were not implemented because of the lack of money. One center combined a library and bookroom into one room.

The school board built additional classrooms at centers approved since the survey as follows: Ninety-nine permanent classrooms, ten temporary classrooms and fifty-nine portable classrooms. Twenty-six additional other facilities, not in recommendations, were built at old and/or new white centers since the survey.

2. (a) Eighty-nine additional classrooms and (b) thirty-seven additional other facilities for the negro schools of the county.

The following were built for the negro schools: one hundred and forty-two permanent classrooms, fifty-two temporary classrooms, and five portable classrooms. This was a total increase over that recommended of fifty-four permanent classrooms, fifty-two temporary classrooms and five portable classrooms.

Twenty of the thirty-seven other facilities recommended were built. The other seventeen recommended were not implemented because of the lack of money.

The board built twenty-one additional permanent classrooms at centers approved since the survey. Nine additional other facilities, not

in recommendations, were built at old and/or new negro centers since the survey.

When the negro and white school building programs are combined it can readily be seen to what extent Broward County has gone above the 1950 recommendations. The county board has supplied space at old centers as follows: one hundred and fifty-two permanent classrooms, sixty-five temporary classrooms, and twenty-three portable classrooms, and eight other facilities.

The county school board supplied at new centers approved since the survey as follows: one hundred and twenty permanent classrooms, ten temporary classrooms and fifty-nine portable classrooms, and twenty-seven other facilities.

Broward County school board has found it difficult to furnish school classrooms and general service rooms at as rapid a pace as the school population has grown. This has been alleviated, to a certain extent, by the use of temporary and portable classrooms.

Since the school building survey of 1950, the Broward County School Board has built 453 permanent classrooms, seventy-five temporary classrooms, and eighty-two portable classrooms, at old and new centers. This exceeds the number of classrooms recommended in the 1950 survey of 161 permanent classrooms by 272 permanent classrooms, seventy-five temporary classrooms and eighty-two portable classrooms.

Financing

The plan recommended for financing the 1950 proposed building program was:

1. Current Pay-As-You-Go with local tax levies. Reduce the tax levy from four mills to one mill.

2. County-Wide Bond Issue in the amount of \$3,700,000.

Broward County financed the building program by leaving the tax levy at four mills and using State Board of Education bonds in the amount of \$2,920,000. The voters defeated the \$3,700,000 County-Wide Bond Issue. Broward County has asked for \$1,000,000 more State Board of Education bonds which had not been verified as of March 1956.

The debt service millage in old districts ranges from .3 to .4 mills. The county is continuing to retire bonds issued by districts Number Four and Five from the general fund. There is a .4 mill levy against homestead to retire old indebtedness of the board.

As of March 1956, Broward County School Board had already spent \$5,600,000 for school buildings and equipment. The voters had recently passed an \$18,000,000 bond issue to enable the building program to keep pace with the school population growth.

The 1955-56 school population of Broward County schools was between 33,000 and 34,000 pupils. By 1960-61 the school population of Broward County schools is expected to be between 99,000 and 100,000 pupils. This estimated tripled pupil growth will require a tremendous school building program. Add to this the gap now existing between the number of pupils and the number of permanent classrooms and one can see the problem facing the school board of Broward County.

Broward County had another general school building survey in 1952, supplementary surveys in 1943 and 1954, and another in 1955. The

difference in school plant facilities recommended in the 1950 survey and the facilities actually constructed were all covered in the 1952 and 1954 surveys. Additional classrooms and related facilities were recommended by the 1955 survey. Therefore, this county grew far more rapidly than was anticipated by the 1950 survey staff. The rapidly developing counties of South Florida and of counties bordering the Atlantic ocean have provided the extreme growth in Broward County school population.

St. Johns County - Group "B"

The State Department of Education at the request of the Superintendent of Public Instruction of St. Johns County sent representatives to conduct a county-wide school building survey on December 1948. The recommendations for new construction and the degree of implementation is given in Table IV. The survey team, upon the basis of studies made of the county schools, made the following recommendations:

1. (a) No additional classrooms and (b) ten other facilities for the white schools of the county.

The county school board built two temporary classrooms in the basement of Orange Street School. Nine of the ten other facilities recommended were built. The other was not built because of lack of money.

Six additional classrooms were built at a center approved since the survey and five additional other facilities, not in the recommendations, were built at old and/or new white centers since the survey.

2. (a) Twenty-four additional classrooms and (b) seventeen other facilities for the negro schools of the county.

Twenty-two of the twenty-four classrooms recommended were built.

TABLE IV

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
ST. JOHNS COUNTY SCHOOL BUILDING SURVEY OF DECEMBER 1948

RECOMMENDATIONS FOR CONSTRUCTION OF				RECOMMENDATIONS FOR CONSTRUCTION OF			
NEW CLASSROOMS				GEN. SERVICE, SPEC'L & ADMIN. ROOMS			
Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other Facilities Constructed Since Survey ^b
							Old New Centers Centers Total
White	0	2 ^c	6	10	9	- 1	3 2 5
Negro	24	- 2	2	17	13	- 4	2 0 2
Total	24	- 2	8	27	22	- 5	5 2 7
		2 ^c					

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, St. Johns County,
St. Augustine, Florida.

^cTemporary Classrooms.

Thirteen of the seventeen other facilities recommended were built. Three of the other four rooms recommended were thought unsound and one was not implemented because of lack of money.

Two additional other facilities, not in recommendations, were built at old and/or new negro centers since the survey.

St. Johns County built twenty-two of twenty-four classrooms and twenty-two of the twenty-seven other facilities recommended by the 1948 survey.

Eight additional classrooms were constructed at centers approved since the survey and seven additional other facilities were built at old and/or new centers since the survey.

Many alterations and improvements have been made in both the white and the negro schools of St. Johns County, as: reroofing, reflooring, relighting, site expansion, reheating, and paving areas.

Financing

The recommended plan for financing the 1948 proposed building program was by:

1. Current Pay-As-You-Go using local tax levies in the amount of \$150,000.
2. County-Wide Bond Issue amounting to \$800,000.
3. State Board of Education bonds, if the Constitutional Amendment for Capital Outlay is passed by the Legislature in the near future.

The financing method used in St. Johns county was (1) Current Pay-As-You-Go including Racing Commission Funds and using the two mills for operating expenses instead of building, (2) State Board of Education

bonds in the amount of \$730,000 as of March 1954, and (3) Racing Commission Funds in the amount of \$48,250 for 1947-48 and 1948-49.

St. Johns County had another general school building survey in 1955. The difference in the school plant facilities recommended in the 1948 survey and the facilities actually constructed were all covered in the 1955 survey. This county grew a little faster than was anticipated by the 1948 survey staff.

St. Johns County school board is planning a \$2,000,000 bond issue to implement the recommendations of the 1955 school building survey.

Marion County - Group "B"

The State Department of Education at the request of the Superintendent of Public Instruction of Marion County sent representatives to conduct a county-wide school building survey on May 1948. The recommendations for new construction and the degree of implementation is given in Table V. The survey team, upon the basis of the studies made of the county schools, made the following recommendations:

1. (a) Thirty-six additional classrooms and (b) twenty-three other facilities for the white schools of the county.

The county school board built forty-six classrooms or ten more classrooms than recommended. Twenty-two of the twenty-three other facilities recommended were constructed. The one was not built because a room in an old building was used instead of new construction.

Thirty-six additional classrooms were built at centers approved since the survey and twenty-four additional other facilities, not in recommendations, were built at old and/or new white centers since the

TABLE V

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
MARION COUNTY SCHOOL BUILDING SURVEY OF MAY 1948 AND SPOT SURVEY OF OCTOBER 1951

RECOMMENDATIONS FOR CONSTRUCTION OF NEW CLASSROOMS				RECOMMENDATIONS FOR CONSTRUCTION OF GEN. SERVICE, SPEC'L & ADMIN. ROOMS			
Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other
							Facilities Constructed Since Survey ^b
						Old	
						New	
						Centers Total	
White	36	46	+10	36	23	- 1	5 19 24
Negro	70	69	- 1	6	37	- 5	5 11 16
Total	106	115	+ 9	42	60	- 6	10 30 40

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Marion County, Ocala, Florida.

survey.

2. (a) Seventy additional classrooms and (b) thirty-seven other facilities for the negro schools of the county.

The county school board built sixty-nine of the seventy classrooms recommended. Thirty-two of the thirty seven other facilities were built. Of the remaining five other facilities, three could not be built because of lack of money and two centers built cafeterias instead of lunchrooms and auditoriums or general purpose rooms.

Six additional classrooms were built at centers approved since the survey and sixteen additional other facilities, not in the recommendations, were built at old and/or new negro centers since the survey.

Nine more classrooms were constructed than recommended by the survey but six other facilities less than recommended were built.

Forty-two additional classrooms were constructed at centers approved since the survey and forty additional other facilities were built at old and/or new centers since the survey.

The recommendations of the re-survey of October 1951 to buy the Fressenden Academy Property has been implemented and the property has been used to house the negro elementary school recommended in the 1948 survey--Bethlehem-Union; to house the North Marion County Negro High School which included Mt. Zion (Reddick); and to house the Marion County Vocational School for Negroes.

Financing

The recommended plan for financing the 1948 proposed building

program was by:

1. Current Minimum Foundation Program Capital Outlay Allotment on Pay-As-You-Go basis in the amount of \$136,000.
2. County-wide Bond Issue for \$1,600,000, or
3. State Board of Education Bonds if the Constitutional Amendment for Capital Outlay is passed by the Legislature in the near future.

The county building program has been financed by a \$981,000 bond issue and \$1,700,000 of State Board of Education bonds. Racing Commission Funds in the amount of \$48,000 per year are used chiefly for teachers' salaries. The amount proposed for school buildings in 1948 was \$2,191,400. The amount spent on school buildings between 1948 and March 1956 was \$2,681,000.

Marion County had another general school building survey in 1953. The difference in the school plant facilities recommended in the 1948 survey and the facilities actually constructed were all covered in the 1953 survey. This county grew more rapidly than was anticipated by the 1948 survey staff.

Alachua County - Group "B"

The State Department of Education at the request of the Superintendent of Public Instruction of Alachua County sent representatives to conduct a county-wide school building survey on December 1949. The recommendations for new construction and the degree of implementation is given in Table VI. The survey team, upon the basis of the studies made of the county schools, made the following recommendations:

1. (a) Fifty-nine additional classrooms and (b) forty other

TABLE VI

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
ALACHUA COUNTY SCHOOL BUILDING SURVEY OF DECEMBER 1949 AND FEBRUARY 1953

RECOMMENDATIONS FOR CONSTRUCTION OF NEW CLASSROOMS				RECOMMENDATIONS FOR CONSTRUCTION OF GEN. SERVICE, SPEC'L & ADMIN. ROOMS						
Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other Facilities Constructed Since Survey ^b			
							Old Centers			
							New Centers			
							Total			
White	59	50	- 9	10	40	39	- 1	4	3	7
Negro	67	75	+ 8	8	42	38	- 4	4	4	8
Total	126	125	- 1	18	82	77	- 5	8	7	15

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Alachua County, Gainesville, Florida.

facilities for the white schools of the county.

Fifty classrooms were built, which is nine less than recommended and thirty-nine of the forty other facilities were built. The recommended shop was not implemented due to the lack of money.

Ten additional classrooms were built at centers approved since the survey and seven additional other facilities, not in recommendations, were built at old and/or new white centers since the survey.

2. (a) Sixty-seven additional classrooms and (b) forty-two other facilities for the negro schools of the county.

Seventy-five classrooms were built which is eight more than recommended and thirty-eight of the forty-two other facilities were built while only four recommendations were thought to be unsound due to low school population trend.

Eight additional classrooms were built at centers approved since the survey and eight additional other facilities, not in recommendations, were built at old and/or new negro centers since the survey.

The county total of eighteen additional classrooms were built at centers approved since the survey, and fifteen additional other facilities not in recommendations, were built at old and/or new centers since the survey, and one classroom less than recommended by the survey and five other facilities less than recommended by the survey were built.

Financing

The recommended plan for financing the 1949 proposed building program was by:

1. Current Pay-As-You-Go with local tax levies. Reduce the three

mills now levied to two mills.

2. County-Wide Bond Issue in the amount of \$4,368,000.

Alachua County financed the building program by means of a \$2,950,000 county-wide bond issue and \$2,200,000 of State Board of Education bonds.

Current Minimum Foundation Program Capital Outlay Allotment for Alachua County was \$160,000 annually in 1949. Alachua County needs to carry two mills Pay-As-You-Go levies for future building and school bus needs and three and one-half mills more to provide \$126,000 for debt services. It was the belief of the survey staff in 1949 that Alachua County should eventually be able to provide school buildings on Pay-As-You-Go basis after this initial need had been met.

Alachua County had another general school building survey in 1953 and supplementary surveys in 1954 and 1955. The recommendations of the 1949 survey were not implemented to any extent prior to the 1953 survey. Since the recommendations of the 1953 survey staff were almost identical to those of the 1949 survey staff, the 1953 survey was considered amending the 1949 survey. Therefore, the data for Alachua County used in this study were obtained by considering the two surveys as one. The difference in the school plant facilities recommended in these two surveys and the facilities constructed has been due to the continued growth in school population in Alachua County. This county grew a little more rapidly than was anticipated by the 1949 and 1953 survey staffs.

Gilchrist County - Group "C"

The State Department of Education at the request of the Superintendent of Public Instruction of Gilchrist County sent representatives to conduct a county-wide school building survey on September 1948. The recommendations for new construction and the degree of implementation is given in Table VII. The survey team, upon the basis of the studies made of the county schools, made the following recommendations:

1. (a) No additional classrooms and (b) six additional other facilities for the white schools of the county.

The county school board built only three of the other facilities recommended because of lack of money.

There was no need for additional classrooms to be built since the survey, but one additional other facility, not in recommendations, was built at an old center since the survey.

2. (a) Four additional classrooms and (b) five other facilities for the negro schools of the county.

Four classrooms and four of the five other facilities were built. The other room was not built due to the lack of money.

The county school board used Racing Commission Funds to build a new gymnasium at Bell.

The same number of classrooms were built as was recommended by the 1948 survey staff. All other facilities recommended were built except four.

There was no need for additional classrooms and other facilities since the survey.

TABLE VII

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
GILCHRIST COUNTY SCHOOL BUILDING SURVEY OF SEPTEMBER 1948

RECOMMENDATIONS FOR CONSTRUCTION OF				RECOMMENDATIONS FOR CONSTRUCTION OF			
NEW CLASSROOMS				GEN. SERVICE, SPEC'L & ADMIN. ROOMS			
Number	Number	Differ-	Number	Number	Differ-	Number	Number
Recom-	Built ^b	ence	Built at	Recom-	ence	Built ^b	of Other
mended ^a			Centers Approved	mended ^a			Facilities Constructed
			Since the Survey ^b				Since Survey ^b
							Old
							New
							Centers
							Total
White	0	0	0	6	3	-3	1
Negro	4	0	0	5	4	-1	0
Total	4	0	0	11	7	-4	1

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Gilchrist County, Trenton, Florida.

The re-survey of May 1950 recommended that the Gilchrist County School Board should organize its school centers to provide one white high school for the entire county. It was recommended that the white high school be located at Trenton. Until plans have been made to implement this recommendation, Bell was classified C-3 for pupils in grades 9-12, and Trenton was classified C-2 for pupils in grades 9-12. No plans have been made for implementing this recommendation.

Financing

The plan recommended for financing the 1948 proposed building program given by the survey staff was:

1. A \$100,000 County-Wide Bond Issue, or
2. State Board of Education Bonds if the School Capital Outlay Amendment is passed by the Legislature and made into law.

Gilchrist County received from Current Minimum Foundation Program Capital Outlay Allotment approximately \$17,764 annually in 1948-49. The county school board borrowed against this allotment from a bank in 1955 in the amount of \$24,000 to build a lunchroom at Bell. This amount will be paid back over a period of four years.

The school board used Racing Commission Funds in the amount of \$60,000 to build a gymnasium at Bell. Gilchrist County receives \$55,000 annually from Racing Commission Funds.

Gilchrist County did not grow as was anticipated by the 1948 survey staff. In fact, for the five year period 1948-49 and 1953-54 used for this study Gilchrist County has decreased in school

population.¹ The other facilities recommended by the survey staff were not recommended in anticipation of an increase in school population but to enhance the educational program of the county.

Union County - Group "C"

The State Department of Education at the request of the Superintendent of Public Instruction of Union County sent representatives to conduct a county-wide school building survey on December 1948. The recommendations for new construction and the degree of implementation is given in Table VIII. The survey team, upon the basis of the studies made of the county schools, recommended:

1. (a) Fourteen additional classrooms and (b) thirteen other facilities for the white schools of the county.

The county school board constructed thirteen classrooms and nine other facilities. Lack of money was the reason for not building the other classroom and other facility.

There was no need for additional classrooms and other facilities to be built since the survey.

2. (a) Nine additional classrooms and (b) ten other facilities for the negro schools of the county.

The county school board was unable to build the new classrooms because of lack of money. They built only four of the ten other facilities for the same reason—lack of money. This recommended building program will be completed in 1956.

¹See page 24.

TABLE VIII

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
UNION COUNTY SCHOOL BUILDING SURVEY OF DECEMBER 1948

RECOMMENDATIONS FOR CONSTRUCTION OF					RECOMMENDATIONS FOR CONSTRUCTION OF				
NEW CLASSROOMS					GEN. SERVICE, SPEC'L & ADMIN. ROOMS				
	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b	Differ- ence	Number of Other Facilities Constructed Since Survey ^b	
								Old	New
White	14	13	- 1	0	13	9	- 4	0	0
Negro	9	0	- 9	0	10	4	- 6	0	0
Total	23	13	-10	0	23	13	-10	0	0

There was no need for additional classrooms and other facilities to be built since the survey. All negro high school students from Union County go to Alachua Negro School in Alachua County.

Union County built thirteen of the twenty-three classrooms and thirteen of the twenty-three other facilities recommended by the 1948 survey staff.

Financing

The plan recommended for financing the 1948 proposed building program given by the survey staff was:

1. County-Wide Bond Issue of \$250,000.
2. Should levy a district tax of approximately three mills to provide for replacing school buses.

Union County received from Current Minimum Foundation Program Capital Outlay Allotment approximately \$18,000 annually during the school year 1948-49. The county failed to vote three mills district tax for school buses and new buildings. The voters of the county failed to pass the \$250,000 county-wide bond issue. Union County school board receives \$72,000 annually from Racing Commission Funds which they use for general administration.

Union County had another general school building survey in 1953 with supplements in August and November 1955. The county did not grow, which was anticipated by the 1948 survey staff. In fact, for the five year period 1948-49 and 1953-54 used for this study, Union County has

decreased in school enrollment.¹

Lafayette County - Group "C"

The State Department of Education at the request of the Superintendent of Public Instruction of Lafayette County sent representatives to conduct a county-wide school building survey on May 1948. The recommendations for new construction and the degree of implementation is given in Table IX. The survey team, upon the basis of the studies made of the county schools, recommended:

1. (a) No additional classrooms and (b) six other facilities be built for the white schools of the county.

The county school board built three of the other facilities but did not build a science room because of lack of money. Nor did they build a home economics suite and lunchroom because they believed the enrollment too low to warrant the investment. The old lunchroom was still being used in 1956.

There was no need for additional classrooms and other facilities to be built since the survey.

2. (a) Two additional classrooms and (b) four other facilities for the negro schools of the county.

The school board believed the recommendations unsound because of low enrollment. Of the total recommendations for negro schools only a kitchen was constructed. At the present time all negro high school students are being transported to Taylor County.

¹See page 24.

TABLE IX

RECOMMENDATIONS FOR NEW CONSTRUCTION,
DEGREE OF IMPLEMENTATION AND ADDITIONAL CONSTRUCTION,
LAFAYETTE COUNTY SCHOOL BUILDING SURVEY OF MAY 1948

RECOMMENDATIONS FOR CONSTRUCTION OF						RECOMMENDATIONS FOR CONSTRUCTION OF					
NEW CLASSROOMS						GEN. SERVICE, SPEC'L & ADMIN ROOMS					
	Number Recom- mended ^a	Number Built ^b since the Survey ^b	Number Built at Centers Approved Since the Survey ^b	Number Recom- mended ^a	Number Built ^b since the Survey ^b	Number of Other Facilities Constructed Since Survey	Old		New		
White	0	0	0	0	6	3	- 3	0	0	0	
Negro	2	0	- 2	0	4	1	- 3	0	0	0	
Total	2	0	- 2	0	10	4	- 6	0	0	0	

^aSource: Florida State Department of Education.

^bObtained from Office of County Superintendent of Public Instruction, Lafayette County, Mayo, Florida.

There was no need for additional classrooms and other facilities to be built since the survey.

Lafayette County had built four of the ten other facilities recommended by the 1948 survey staff. The two classrooms recommended were not built.

A new school building for negroes has been planned for 1957 construction. The possible method of financing this project is authorized by Section 237.27, Florida School Laws, which allows the county board to borrow money for a one year period;¹ provided, however, that such obligations may be extended from year to year with the consent of the lender for a period not to exceed four years.

Financing

Lafayette County received from Current Minimum Foundation Program Capital Outlay Allotment approximately \$15,614 annually during the school year 1947-48. The county has levied eight mills for general operating and five mills sub-district. The county voters did not pass the proposed bond issue of \$140,000, nor has the county used State Board of Education bonds permitted under the School Capital Outlay Amendment.

Lafayette County had not increased in school population, which was anticipated by the 1948 survey staff. In fact, for the five year period 1948-49 and 1953-54 used for this study, Lafayette County has decreased in school enrollment.²

¹Florida School Laws, 1955, Section 237.27.

²See page 24.

The recommendations used in this study were taken from the survey reports for the sample group of counties which are on file in the State Department of Education and include only those recommendations from survey reports made prior to 1950. In checking the degree of implementation of these recommendations only those recommendations from reports made prior to 1950 were considered. Any construction completed at old or new centers since the date of the survey used in this study was also indicated. This construction of classrooms and other facilities at old and new centers approved since the surveys was included in this study to indicate the need for continued study of the school facilities and needs of the counties by the State Department and county officials. It was also indicated to show the effort made by the counties in the fight to close the gap between school plant construction and school plant needs.

Table X gives a summary of the data for the three groups of counties used in this study. For the three rapidly growing counties there were 261 classrooms recommended and 441 completed. One county in this group, Broward County, has had to use sixty-seven temporary classrooms and twenty-three portables. When comparing the number of classrooms built in Group "A" to the number recommended for Group "A" we get 169% implementation. This group of counties also built 166 more classrooms at centers approved since the date of the survey used in this study and has had to use ten more temporary classrooms and fifty-nine more portable classrooms.

In comparing other facilities, this group built eighty-nine of the 138 recommended or 64.5% implementation. They also built other facilities since the date of the survey used in this study at old and new centers

TABLE X

SUMMARY OF RECOMMENDATIONS FOR NEW
CONSTRUCTION, DEGREE OF IMPLEMENTATION AND ADDITIONAL
CONSTRUCTION OF THE NINE SAMPLE COUNTIES OF FLORIDA

CLASSROOMS				
COUNTY	NUMBER RECOMMENDED ^a	NUMBER BUILT ^b	PER CENT OF RECOMMENDATIONS BUILT	NUMBER AT CENTERS APPROVED SINCE THE SURVEY ^b
BREVARD	61	91	149.0	19
COLLIER	19	17	89.5	27
BROWARD	181	333	184.0	120
		67 ^c		10 ^c
		23 ^d		59 ^d
		441		166
		67 ^c		10 ^c
		23 ^d		59 ^d
TOTAL	261		169.0	
ST. JOHNS	24	22	91.7	8
MARION	106	115	108.5	42
ALACHUA	126	125	99.2	18
TOTAL	256	262	102.3	68
GILCHRIST	4	4	100.0	0
UNION	23	10	56.5	0
LAFAYETTE	2	0	0.0	0
TOTAL	29	14	48.3	0
GRAND				
TOTAL	546	710	130.0	234
		67 ^c		10 ^c
		23 ^d		59 ^d

^aSource: Florida State Department of Education.

^bObtained from office of County Superintendent of Public Instruction of each county.

^cTemporary Classrooms

^dPortable Classrooms

TABLE X (Continued)

SUMMARY OF RECOMMENDATIONS FOR NEW
CONSTRUCTION, DEGREE OF IMPLEMENTATION AND ADDITIONAL
CONSTRUCTION OF THE NINE SAMPLE COUNTIES OF FLORIDA

OTHER FACILITIES (Special Rooms, General Service and Administration)						
COUNTY	NUMBER RECOMMENDED ^a	NUMBER BUILT ^b	PER CENT OF RECOMMENDATIONS BUILT	NUMBER OF OTHER CON- STRUCTION SINCE SURVEY ^b		
				OLD CENTERS	NEW CENTERS	TOTAL
BREVARD	34	30	88.2	22	6	28
COLLIER	28	19	67.6	10	21	31
BROWARD	76	40	52.7	8	27	35
TOTAL	138	89	64.5	40	54	94
ST. JOHNS	27	22	81.5	5	2	7
MARION	60	54	90.0	10	30	40
ALACHUA	82	77	93.9	8	7	15
TOTAL	169	153	90.5	23	39	62
GILCHRIST	11	7	63.6	1	0	1
UNION	23	10	56.5	0	0	0
LAFAYETTE	10	4	40.0	0	0	0
TOTAL	44	21	47.7	1	0	0
GRAND TOTAL	351	266	75.8	63	93	156-1

^aSources: Florida State Department of Education.

^bObtained from office of County Superintendent of Public Instruction of each county.

in the following amounts: forty additional facilities at old centers; fifty-four additional facilities at new centers for a total of ninety-four additional facilities.

For Group "B" counties there were 256 classrooms recommended and 262 completed, for 102% implementation. This group also built sixty-eight more classrooms at centers approved since the survey and used in this study. In comparing other facilities, this group built 153 of the 169 recommended or 90.5% implementation. They also built other facilities since the survey used in this study at old and new centers in the following amounts: twenty-three at old centers, thirty-nine at new centers for a total of sixty-two additional facilities.

For Group "C" counties there were twenty-nine classrooms recommended and fourteen classrooms completed or 48.1% implementation. This group has had no other centers approved since the survey used in this study. In comparing other facilities, this group built twenty-one of the forty-four recommended or 48% implementation. They also have built one additional facility since the survey at an old center—a new gymnasium at Bell in Gilchrist County.

The total classrooms recommended for the three groups was 546. There were 710 permanent classrooms, sixty-seven temporary classrooms and twenty-three portable classrooms completed in fulfillment of the recommendations. The number of permanent classrooms constructed were compared with the number of classrooms recommended for 130% implementation. This did not include the sixty-seven temporary classrooms and twenty-three portable classrooms which were used in Broward County as an emergency

measure until further classroom construction could be completed.

The three groups have completed 234 permanent classrooms, ten temporary classrooms and fifty-nine portable classrooms at centers approved since the surveys used in this study.

The total of other facilities recommended for the three groups was 351. There were 266 completed in fulfillment of the recommendations, or 75.8% implementation. The three groups have completed construction of other facilities at old and new centers since the surveys used in this study in the following amounts: sixty-three at old centers and ninety-three at new centers for a total of 156 other facilities.

The degree of implementation of survey recommendations for classrooms varied from 0.0% to 184.0%. Table XI shows the degree to which each of the nine counties has carried out the survey recommendations.

Of the nine counties considered for intensive study, four counties—Brevard, Broward, Marion, and Gilchrist—implemented all the recommendations for new classrooms or constructed more classrooms than recommended at the sites approved at the time of the surveys; four implemented between 56% and 99% of the recommendations for new classrooms. Only one county, Lafayette, did not implement the recommendations for new classrooms.

Although the construction of classrooms has a higher priority for capital outlay funds,¹ eight of the nine counties implemented more than fifty per cent of the recommendations for other facilities. Only one county implemented less than fifty per cent of the recommendations for

¹Constitution of the State of Florida, Article XII, Section 18 (d).

TABLE XI

PER CENT OF IMPLEMENTATION OF THE RECOMMENDATIONS FOR NEW
CONSTRUCTION BUILT IN THE NINE SAMPLE COUNTIES OF FLORIDA

COUNTY	PER CENT OF CLASSROOMS	PER CENT OF OTHER FACILITIES	RANK OF COUNTY IN PER CENT OF OTHER FACILITIES BUILT
BROWARD	184.0	52.7	8
BREVARD	149.0	88.2	3
MARION	108.5	90.0	2
GILCHRIST	100.0	63.6	6
ALACHUA	99.2	93.9	1
ST. JOHNS	91.7	81.5	4
COLLIER	89.5	67.6	5
UNION	56.5	56.5	7
LAFAYETTE	0.0	40.0	9

other facilities with forty per cent implementation.

Due to the very rapid growth in the counties of Group "A", the proposals of the survey staffs have been low and more construction has been necessary than anticipated by the survey staffs. In order to determine the building needs of these counties representatives of the State Department of Education have conducted six surveys and four supplementary surveys of Brevard, Collier and Broward Counties since 1950. The additional construction given in this study was the partial implementation of the recommendation from the above surveys.

Check List For Survey Evaluation

It was not considered necessary to visit all the counties of Florida in order to obtain a representative opinion of the superintendents and school board members of the counties relative to or concerning the benefits received from the surveys. A check list¹ was developed and mailed to each superintendent and school board member of the sixty-seven counties to obtain their opinions. It is very difficult to develop a check list to apply equally to all situation. The particular questions of the check list were selected since they seem to be applicable in any of the county school situations. The check list allowed space for the name of the county and indicated that it was sent to a superintendent or school board member. It contained three questions which could be answered by selecting one of five possible answers with a check mark; two questions which could be answered by selecting one of three answers with a check mark; and two open-end questions. These latter questions gave the respondents an opportunity to make suggestions for improving the methods of reporting the results of the survey to the county and for improving the techniques of making school building surveys.

There were fifty-seven check lists returned by the superintendents and seventy-nine lists returned by the school board members. A follow-up reminder to 300 school board members and ten superintendents

¹See Appendix B, p. 220.

netted only twenty-one returns from school board members and one return from superintendents. A total of fifty-eight check lists or 86.6% from superintendents and one hundred check lists or 30% from school board members furnished the data for this study.

Table XII presents the number of superintendents and school board members responding to the Check List for Survey Evaluation. Only one county, Duval County, responded 100%. The superintendent and all five school board members returned completed check lists. Four school board members from Citrus County returned completed check lists but the county superintendent failed to return the check list. Check lists were received from school board members of the remaining counties as follows: nine counties returned three each; eighteen counties returned two each; twenty-eight returned one each; and ten failed to return check lists. The ten counties in which school board members failed to return the check lists were: Bradford, Escambia, Hardee, Hernando, Jefferson, Leon, Levy, Nassau, Okeechobee, and Union. Nine county superintendents failed to return the Check List for Survey Evaluation. The superintendents were from the following counties: Citrus, Gilchrist, Hardee, Holmes, Jefferson, Lafayette, Okaloosa, Volusia, and Walton. The only two counties failing to have any returns from superintendents and school board members were Hardee and Jefferson.

The first three questions of the Check List for Survey Evaluation could be answered by selecting one of five possible answers. The five possible choices were the same for all three questions. Data for these questions were presented and discussed as a common group. The three questions were stated as follows:

TABLE XII

THE NUMBER OF SUPERINTENDENTS AND BOARD MEMBERS
OF FLORIDA RETURNING THE CHECK LIST FOR
SURVEY EVALUATION BY COUNTY

County	Number of Returns from School Board Members	Number of Returns from Superintend- ents
Duval	5	1
Citrus	4	0
Alachua	3	1
Brevard	3	1
Broward	3	1
Clay	3	1
Dade	3	1
Highlands	3	1
Hillsboro	3	1
Indian River	3	1
St. Johns	3	1
Baker	2	1
Calhoun	2	1
Collier	2	1
DeSoto	2	1
Franklin	2	1
Gulf	2	1
Hendry	2	1
Lake	2	1
Liberty	2	1
Osceola	2	1
Palm Beach	2	1
Pinellas	2	1
Putnam	2	1
Summanee	2	1
Taylor	2	1
Gilchrist	2	0
Lafayette	2	0
Okaloosa	2	0
Bay	1	1
Charlotte	1	1
Columbia	1	1
Dixie	1	1
Flagler	1	1
Gadsden	1	1
Glades	1	1
Hamilton	1	1
Jackson	1	1

TABLE XII (continued)

THE NUMBER OF SUPERINTENDENTS AND BOARD MEMBERS
OF FLORIDA RETURNING THE CHECK LIST FOR
SURVEY EVALUATION BY COUNTY

County	Number of Returns from School Board Members	Number of Returns from Superin- tendents
Lee	1	1
Madison	1	1
Manatee	1	1
Marion	1	1
Martin	1	1
Monroe	1	1
Orange	1	1
Pasco	1	1
Polk	1	1
St. Lucie	1	1
Santa Rosa	1	1
Sarasota	1	1
Seminole	1	1
Sumter	1	1
Wakulla	1	1
Washington	1	1
Holmes	1	0
Volusia	1	0
Walton	1	0
Bradford	0	1
Escambia	0	1
Hernando	0	1
Leon	0	1
Levy	0	1
Nassau	0	1
Okeechobee	0	1
Union	0	1
Hardee	0	0
Jefferson	0	0

Question 1. In your judgment were the survey recommendations for new facilities (much too high, too high, about right, too low, much too low)?

Question 2. In your judgment were the survey recommendations as

to estimated cost (much too high, too high, about right, too low, much too low)?

Question 3. In your judgment were the survey recommendations as to estimated growth (much too high, too high, about right, too low, much too low)?

Responses of County Superintendents

Table XIII shows the per cent of superintendents selecting each choice for questions one, two and three.

TABLE XIII

JUDGMENT OF SUPERINTENDENTS CONCERNING RECOMMENDATIONS
FOR NEW CONSTRUCTION, ESTIMATED COSTS, AND ESTIMATED GROWTH

CHOICE	PER CENT ANSWERING ABOUT NEW FACILITIES	PER CENT ANSWERING ABOUT ESTIMATED COSTS	PER CENT ANSWERING ABOUT ESTIMATED GROWTH
Much too high	0.0	1.7	0.0
Too high	0.0	5.2	0.0
About right	58.5	51.7	51.7
Too low	36.2	37.9	41.3
Much too low	3.5	3.5	7.0
No answer	1.7	0.0	0.0

About 95% of the county superintendents believed the recommendations for new facilities were either about right or too low. No superintendent selected the choices much too high or too high; 58.5% thought them to be about right; 36.2% thought them too low; 3.5% thought

them much too low and 1.7% failed to answer this question.

About 90% of the county superintendents believed the recommendations for estimated costs were either about right or too low. About 1.7% of the superintendents answered much too high; 5.2% too high; 51.7% thought them about right; 37.9% thought them too low and 3.5% thought them much too low. All the superintendents who returned the questionnaire selected one of the choices for this question.

About 93% of the county superintendents believed the recommendations for estimated growth were either about right or too low. No superintendent thought them much too high or too high; 51.7% thought them about right; 41.3% thought them too low; and 7% thought them much too low. All superintendents who returned the check list selected one of the choices for this question.

Between 52% and 59% of the superintendents returning a check list felt the survey recommendations were about right for new facilities, estimated cost, and estimated growth. Between 36% and 41% felt them to be too low for all three items. This shows that the recommendations of the survey staffs for new facilities, estimated cost and estimated growth were thought to be too conservative by apparently 40% of the superintendents. Between 3.5% and 7% thought them much too low for all three items. About 5% thought the estimated cost too high. About 2% thought the estimated cost much too high. Only 1.7% of the superintendents returning the check list failed to answer any of the first three questions and all of these failed to answer about new facilities.

Question Number Four of the Check List for Survey Evaluation reads as follows: In your judgment were the survey recommendations for new school centers (all needed, part of them needed, none of them needed)?

Table XIV shows the per cent of superintendents selecting each choice for new school centers. About 95% of the superintendents who returned a check list believed the recommendations for new school centers were either all needed or part of them needed. About 79% thought new school centers were all desirable; 15.5% thought part of them were needed; 1.7% thought none of them were needed; and 3.5% did not feel the question was applicable to their situation.

TABLE XIV
JUDGMENT OF SUPERINTENDENTS CONCERNING
RECOMMENDATIONS FOR NEW SCHOOL CENTERS

CHOICE	PER CENT OF SUPERINTENDENTS
All needed	79.3
Part of them needed	15.5
None of them needed	1.7
Not applicable	3.5
No answer	0.0

Question Number Five of the Check List for Survey Evaluation reads as follows: In your judgment were the survey recommendations for school consolidation (all desirable, part of them desirable, none of

them desirable)?

Table XV shows the per cent of superintendents selecting each choice for school consolidation. About 80% of the superintendents who returned a check list believed the recommendations for school consolidation were either all desirable or part of them desirable. About 16% did not feel that the question applied to their situation. The 5% who selected "none of them desirable" indicates that, in a majority of cases only a very small per cent of the people will express opposition to school consolidation when recommended by the survey staff.

About 52% of the superintendents thought recommendations for school consolidation were all desirable; 27.6% thought part of them desirable; 5.2% thought none of them desirable; and 15% did not feel the question was applicable to their situation.

TABLE XV
JUDGMENT OF SUPERINTENDENTS CONCERNING
RECOMMENDATIONS FOR SCHOOL CONSOLIDATION

CHOICE	PER CENT OF SUPERINTENDENTS
All desirable	51.7
Part of them desirable	27.6
None of them desirable	5.2
Not applicable	15.5
No answer	0.0

Question Number Six of the Check List for Survey Evaluation reads

as follows: Are the methods employed by the survey groups in reporting findings to the community desirable? What suggestions do you have for reporting findings?

Table XVI shows the distribution of answers to Question Number Six. Of the fifty-eight superintendents who returned a check list 76% answered yes to this question; 1.7% answered no; and 22.4% failed to answer. Not only did 76% of the superintendents answer yes, but 38.6% of them also made suggestions for improving the methods of reporting findings to the community.

TABLE XVI

DISTRIBUTION OF ANSWERS OF SUPERINTENDENTS
CONCERNING METHODS FOR REPORTING SURVEY FINDINGS

TYPE ANSWER	PER CENT OF SUPERINTENDENTS
Yes only	37.3
Yes with suggestion	38.6
No	1.7
No answer	22.4

Of the superintendents who returned a check list, seventeen or 30% submitted suggestions for improving the method of reporting survey findings to the community as follows:

1. About 35% of those making suggestions believed the present methods desirable and an excellent job had been done in the past.
2. The survey staff should submit a brief summary report in

addition to the detailed report.

3. A great deal more effort needed on reporting. Many of the people in the communities know very little about the results of the recent survey. Reporting usually was too complicated for community to absorb.

4. The survey staff should employ a method to reach more people.

5. Let the survey team give the people first hand information at an official meeting of the school board, with the public invited to attend. More time should be spent for discussion when necessary.

6. No survey should be made just before or during any legislative session.

7. The method of reporting to the communities should be left up to the local officials to determine whether or not to use the survey team.

Question Number Seven of the Check List for Survey Evaluation reads as follows: What suggestions do you have for improving the School Building Surveys?

Of the fifty-eight superintendents who returned a check list, thirty-four or 59% submitted suggestions for improving the surveys as follows:

1. About 47% believed the survey work had been excellent. It has been impossible for any survey team to anticipate facilities which would be needed to meet the rapid growth for any substantial length of time in advance of need. It would be impossible to improve the services which are now being rendered without greatly increasing the cost.

2. The survey teams should be given more time or more members to study economic trends, growth data and other community data. Time to check the description of property, estimated enrollment and arithmetical computations. More time to present their findings to the Parent-Teachers Association and other public groups. The survey teams having considerable dignity in the counties, would have influence with the people of the county if they made the survey report to the community at a public meeting.

3. School principals, teachers, parents and other local people should be represented on the preplanning committee. This committee should meet with the survey team and discuss county needs prior to beginning the survey. Principals and teachers should be assigned to each sub-team to accompany them on their inspection tours. This should result in better county-wide understanding of the recommendations.

4. The survey personnel should be more experienced in the field in which they are to make recommendations. Such as construction of building, size of classrooms, sites, and finance. Members of survey team should also be presently employed in school work.

5. The survey team needs to obtain and present more statistical data on growth.

6. The survey team needs to study realistic building costs. There should be closer consultation with local officials.

7. There should be more uniformity among survey members as to what is a standard, sub-standard, temporary and permanent room or building.

8. The recommendation of consolidations from schools where

fairly adequate building facilities exist to centers where classrooms would have to be constructed should be carefully studied.

9. The portion of the State Foundation Program for buildings is not sufficient for rapidly growing counties or counties having rapidly growing areas.

10. The county superintendent, board members and other administrative staff members in the local system should be called in to discuss freely with the survey team the recommendations before they are definitively published in a report.

Responses of Board Members

Table XVII shows the per cent of school board members selecting each choice for questions one, two, and three

TABLE XVII

JUDGMENT OF SCHOOL BOARD MEMBERS CONCERNING RECOMMENDATIONS FOR NEW CONSTRUCTION, ESTIMATED COSTS, AND ESTIMATED GROWTH

CHOICE	PER CENT ANSWERING ABOUT NEW FACILITIES	PER CENT ANSWERING ABOUT ESTIMATED COSTS	PER CENT ANSWERING ABOUT ESTIMATED GROWTH
Much too high	0.0	1.0	1.0
Too high	3.0	8.0	0.0
About right	65.0	57.0	49.0
Too low	28.0	28.0	37.0
Much too low	3.0	4.0	11.0
No answer	1.0	2.0	2.0

About 93% of the school board members who returned a check list believed the recommendations for new facilities were either about right or too low. Not any of the 100 school board members thought the recommendations for new facilities much too high; 3% thought them too high; 65% thought them about right; 26% thought them too low; 4% thought them much too low; and 1% failed to answer.

About 85% of the school board members believed the recommendations for estimated cost were either about right or too low, while 8% believed them too high. About 1% of the school board members thought the estimated cost much too high; 8% thought the cost too high; 57% thought the estimated cost about right; 28% felt it too low; 4% much too low; and 2% failed to answer.

About 86% of the school board members believed the recommendations for estimated growth about right or too low. About 1% of the school board members felt the estimated growth much too high; no board member felt it too high; 49% felt it to be about right; 37% thought it to be much too low, and 2% failed to answer.

Between 49% and 65% of the school board members felt the survey recommendations were about right for new facilities, estimated cost and estimated growth. Between 28% and 37% felt the recommendations to be too low for all three. This shows that the recommendations of the survey staffs for new facilities, estimated costs and estimated growth were thought to be too conservative by approximately 30% of the school board members. Between 3% to 11% felt the recommendations much too low for all three; 3% to 8% felt them much too high; 1% answered much too

high for questions in regard to estimated cost and growth. None of the school board members thought the recommendations for new facilities were much too high; and only 1% to 2% failed to answer the three questions.

Question Number Four was answered by the school board members as shown by Table XVIII. The recommendations for new school centers were believed to be all needed by 67% of the school board members; 27% believed part of them were needed; 1% thought none of them were needed; 5% felt this question not applicable to their situation; and 3% failed to answer.

TABLE XVIII
JUDGMENT OF SCHOOL BOARD MEMBERS CONCERNING
RECOMMENDATIONS FOR NEW SCHOOL CENTERS

CHOICE	PER CENT OF SCHOOL BOARD MEMBERS
All Needed	67.0
Part of them needed	27.0
None of them needed	1.0
Not applicable	5.0
No answer	3.0

Question Number Five was answered by the school board members as shown by Table XIX. The recommendations for school consolidation were believed to be all desirable by 38% of the school board members; 38% believed part of them desirable; 6% felt none of them were desirable; 5%

felt the question was not applicable to their situation; and 13% failed to answer. There was no way to determine the reason for 13% of the school board members failing to answer this question. The failing to answer might infer that the school board members had rather not commit themselves on the consolidation issue or were not familiar enough with the issue to give a valid choice.

TABLE XIX

JUDGMENT OF SCHOOL BOARD MEMBERS CONCERNING
RECOMMENDATIONS FOR SCHOOL CONSOLIDATION

CHOICE	PER CENT OF SCHOOL BOARD MEMBERS
All desirable	38.0
Part of them desirable	38.0
None of them desirable	6.0
Not applicable	5.0
No answer	13.0

Question Number Six of the Check List for Survey Evaluation reads as follows: Are the methods employed by the survey groups in reporting findings to the community desirable? What suggestions do you have for reporting findings?

Table XI shows the distribution of answers to Question Number Six. There were 54% of the school board members who answered yes to this question; 2% answered no and 44% failed to answer the question. Not only did 54% of the school board members answer yes to this question,

but 39% of this number also submitted suggestions for improving the methods of reporting survey findings to the community.

TABLE XX

DISTRIBUTION OF ANSWERS OF SCHOOL BOARD MEMBERS
CONCERNING METHODS FOR REPORTING SURVEY FINDINGS

TYPE ANSWER	PER CENT OF SCHOOL BOARD MEMBERS
Yes only	33.0
Yes with suggestion	21.0
No	2.0
No answer	44.0

Of the 100 school board members who returned a check list, twenty-one or 39% submitted suggestions for improving the methods of reporting survey findings to the community as follows:

1. About 33% of those submitting suggestions believed the present reporting methods desirable and an excellent job had been done in the past.

2. Let the survey team give the people first hand information at an official meeting of the school board, with the public invited to attend. More time allowed for discussion of the findings and of the overall county program. Give the people a chance to voice their opinions in discussing and formulating the recommendations.

3. There should be closer coordination between each county planning board and school officials.

4. Survey staff in reporting findings should work more closely with superintendent, school board members and trustees. A member of the survey group should return to county and present findings to county school board.

5. The survey process was too slow. The complete cycle of the survey was much too slow. The completed report should get back to county more quickly while public interest in the survey is at a high level.

6. The survey team was forced to work too fast. A more adequate use of communication media could be used if the survey team had more time available.

7. Money might be saved if minimum time between surveys was less than five years.

Question Number Seven of the Check List for Survey Evaluation reads as follows: What suggestions do you have for improving the school building surveys?

There were 48% of the 100 school board members who returned a check list who submitted suggestions in answer to Question Number Seven. They submitted suggestions as follows:

1. About 44% believed the survey team had done an exceptionally good job. The survey is considered imperative in the school systems since conditions change daily and therefore change the needs.

2. About 26% believed the school building surveys should be made more frequently due to changing conditions, especially in rapidly growing communities. Follow-up survey should be made every two years.

3. The survey team should arrive in the county much sooner after requested. Too much time elapsed between the request for survey and the arrival of the survey staff.

4. The survey team should take more time for the survey. Sufficient time to be spent in each area to thoroughly determine every need, thus avoiding serious and incorrect decisions.

5. Use laymen (school board members or local citizens) from the county on the survey team. Persons who know the community and have no political activities.

6. More careful study before recommending consolidation.

7. Coordinate more closely with school board members and school officials before reaching a definite decision on the report.

8. The survey team should visit entire county as a unit. Division of survey teams in counties where a number of schools of almost equal size and needs may show some unexplained variations.

9. The survey staff should recommend qualified architects for the building program.

10. All recommendations should be based on planning for at least five to ten years ahead.

11. Take into account the needs for added facilities for new courses such as industrial arts and other trade courses.

12. More careful study should be made in selecting school sites. Use feelings and opinions of lay people as well as school authorities in determining probable school population growth.

13. Additional work should be done by the survey staff in regard to population estimates, cost estimates and transportation needs to aid

in more accurate recommendations.

Summary for Question Number One Through Five

The county superintendents and county school board members are very much in agreement about the recommendations for new facilities, estimated costs, and estimated growth. About 55% of the superintendents and school board members believe the recommendations for these three items were about right, and about 35% of the superintendents and school board members believe them to be too conservative.

About 80% of the superintendents and 67% of the school board members believe the recommendations for new centers were all needed. About 16% of the superintendents and 27% of the school board members believed part of them were needed.

About 52% of the superintendents and 38% of the school board members believed the recommendations for school consolidation were all desirable. About 28% of the superintendents and 38% of the school board members thought part of them desirable.

Summary for Question Number Six

The superintendents and school board members who cooperated in making this study of surveys offered a variety of suggestions for improving the methods of reporting findings to the community. There was no widespread agreement on any single suggestion but several identical improvements were suggested by superintendents and school board members. The suggestions submitted by superintendents and school board members

which were nearly identical were as follows:

1. Present methods of reporting desirable and an excellent job had been accomplished.

2. Let the survey team give the people first hand information at an official meeting of the school board, with the public invited to attend. More time should be allowed for discussion of the findings and of the overall county program. Give the people a chance to have a voice in discussing and formulating plans.

3. Survey staff in reporting findings should work more closely with superintendent, school board members, and trustees. A member of the survey group should return to the county and present findings to county school board and any interested persons.

Summary for Question Number Seven

The superintendents and school board members who cooperated in making this study of surveys offered a variety of suggestions for improving the services of the State Department of Education Surveys. There was no widespread agreement on any single suggestion but several identical improvements were suggested by superintendents and school board members which were nearly identical were as follows:

1. The survey teams are doing excellent work. The survey is considered imperative with the rapidly changing conditions and needs.

2. The survey team should be given more time or more members to study the economic trends, population data and community data. Time to check the description of property, estimated enrollment and arithmetical

computations should be allowed. Time to present their findings to the Parent-Teachers Association and other public groups should also be allowed.

3. Use school board members, principals, teachers and/or local citizens from the county on the survey team. Persons who know the community and have no political activities.

4. More careful study should be made before recommending consolidation.

5. Coordinate more closely with the school board members and school officials before reaching a definite decision on recommendations of the report.

6. There should be more uniformity among survey members as to what is a standard, sub-standard, temporary and permanent room or building.

7. There is a need for closer consultation with local officials about population estimates, building cost estimates, transportation needs to aid in more accurate recommendations.

Responses of Florida Survey Authorities

In order to obtain data concerning the improvement of school building surveys and some of the survey strong points, information was secured from some of the professional leaders who have worked widely with the Florida school building survey program. The following staff members were interviewed concerning the surveys:

James T. Campbell, Assistant Director of Administration and

Finance, Florida State Department of Education, Tallahassee

F. A. Rhodes, Assistant in Surveys, Florida State Department of Education, Tallahassee.

R. L. Johns, Head, Department of Educational Administration, University of Florida, Gainesville; Research and Field Specialist, Florida State Department of Education, Tallahassee.

Joseph M. Leps, Professor of Educational Administration, University of Florida, Gainesville.

Each of the four has been chairman of many of the Florida school surveys and has had many years of experience in school plant planning, school surveys, and related research. They were asked the following questions:

1. Since you have participated in many of the school plant surveys of Florida, what do you think could be done to improve the surveys?
2. What do you feel are the strong points of the surveys?

All four were in agreement on a number of suggestions and each had suggestions not mentioned by any of the others. The data were carefully studied in order to compile the combined thinking and feeling of these authorities toward improving the surveys. Their suggestions for improving the surveys were:

1. More time should be spent in the county. This time, possibly a week, should be used to work with local groups both lay and professional. These groups could be brought into the study of needs, and be made more aware of the desirability of the survey recommendations. More time would allow (a) decisions to be made more deliberately; (b) the quality of recommendations to be improved; (c) errors to be eliminated; (d)

the graduate students to participate more meaningfully in the survey; and (e) the present physically strenuous working conditions for the staff to be lessened. Under the intense pressure of a typical survey in a large county of Florida, it is often impossible to give adequate consideration to some of the critical problems. In the past, it has been difficult to arrange for more time, because most of the staff comes from the State universities and public schools and it is imperative that they return to their jobs as soon as possible.

2. More lay participation would help improve the surveys.

There is a need for someone to work with local county school personnel in the preparation of data for the surveys. Such work should include as full an explanation as possible of the purposes, procedures, and effects of the survey among local school personnel and citizens of the county, as well as instruction and specific help in preparing spot maps and other data. Such preparatory work might include some things that take a considerable amount of the survey staff's time, such as projection of school membership. Lay participation should result in the locally prepared data being in more usable form for the staff. However, there is danger in involving lay citizens where vested property rights are concerned. Skill should be exercised to prevent pressure groups from insisting on recommendations for their own interest rather than in the interest of the children.

3. A preliminary survey could be made of the county prior to the regular comprehensive building survey. A small group of two or three staff members could go into the county a week or two before the

survey and isolate the problems. This would give the survey staff more time to visit the schools with special problems and work out solutions, rather than spend time visiting schools that are comparatively new or have no particular problems. County steering committees studying phases of the county could help isolate the critical problems.

4. The effectiveness of the Florida surveys could be improved if there were more follow-up work with the local people after the survey is completed. Time to meet with local people to explain and interpret the survey and answer questions would be well spent in many cases.

5. In some cases surveys could be improved if reasons for recommendations were explained better in the report.

6. Improve population estimates made by the survey staff. More research is needed on how to make better population estimates. At least one member of the survey staff should be proficient in making population estimates.

7. The survey staff should continue with the research and improvements of various phases of the survey, such as buildings, sites, forecasts, transportation, organization, consolidation, and finance. The various forms and tables used by survey staffs should be improved.

8. After a survey is made, the survey staff should assist the local school board in interpreting the survey recommendations. This is very critical when the local school board is floating a bond issue.

9. The school plant construction program is used primarily to facilitate the instructional program. Therefore, the local unit should make studies of its instruction needs and define its instructional program fairly definitely before the survey staff comes to the county.

This is particularly true in special areas such as vocational education and education for the exceptional children.

10. The survey could be improved if some of the routine procedures were further refined. Procedures generally followed now were established in the use of surveys between 1947 and 1949. The fact they were generally sound is shown by the fact that they have continued in use with little change. However, there are obvious improvements which could be made, perhaps minor in nature, but significant in total effect. Among procedural problems which need working on are (a) inconsistency in recommendations in similar situations within the same county and among various counties; (b) putting the reports in a creditable form without a heavy editorial burden on one individual; and (c) adapting the pattern of the survey and the report to various types of counties; for example, a large, rapidly growing urban county needs a fuller, more detailed analysis of its problems than a small, rural county, not simply a longer report.

Their suggestions as the strong points of the surveys were:

1. The surveys are made by competent staffs. All survey staffs have a core of personnel experienced in survey work. Less experienced staff members and assistants are almost always competent professional people, well able to contribute valuable assistance to the survey.
2. The field work is done efficiently with little lost motion. Usually all problems are carefully analyzed.
3. Suggested solutions to problems are based on sound principles of school plant planning with no improper partisan influence.

4. Reports are put in the hands of county boards with reasonable promptness and in such form as to be an invaluable instrument in planning to meet school plant problems.

5. The contact between local school personnel and the professional personnel of the survey staff result in valuable professional training of the local school personnel, with respect not only to school plant problems but other problems of local school administration as well. The survey has enabled the College of Education staff members and graduate students from both universities to come in direct contact with building problems in the State and to assist in their solution, thus giving them a better understanding of Florida's schools.

6. With the limited amount of money available for schools, the survey has helped to provide the necessary information concerning needs that have enabled the State to allocate its school funds wisely and efficiently. They give the counties essentially sound long-range building programs.

7. It has enabled the State to secure valuable data on school building construction, to aid in improving its programs. Not many states have this type data.

8. With the help of the survey results, the State and counties have developed a more efficient organization of schools. This school organization may not be less expensive but should be more economical.

9. The survey saves the county money because buildings are built where they are needed.

10. Surveys stimulate the counties to get school sites in advance of need.

11. Surveys give support to local superintendents and school board members by getting recommendations to outside experts. School officials have been assisted in their planning by experienced school building authorities at very low cost.

The surveys generally have been so sound and of so much value to the counties that the attitude of hostility which existed to a certain extent at the time of the first surveys apparently has disappeared entirely. Officials have accepted the surveys as an invaluable help. Their value has been recognized in the legislature to the extent that all legislative proposals in recent years relating to capital outlay measures for the public schools have been conditioned on surveys being held to determine needs.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The purpose in this investigation was to determine the degree to which the proposals of the school building survey staff for new construction have been implemented. An analysis was made of the proposals in nine school building surveys for new construction. The survey reports and interviews with school superintendents of the nine counties of Florida furnished most of the data for this study. Other data were obtained from superintendents and school board members of the sixty-seven counties of Florida by means of a questionnaire.

The shift in population from the rural areas to urban areas, from urban to suburban areas, and the expanding curriculum have contributed to increase the need for school facilities. The great difference between the need for new school buildings and the number being built has caused educators to look for a valid method for estimating the need for school buildings and planning their construction. The educational school survey method proved its effectiveness for determining not only building but curricular needs during the early part of the twentieth century.

Three factors make it necessary constantly to evaluate the educational system. These are: (1) growth in school enrollments; (2) the shortage of school buildings; and (3) increased costs for schools.

The problem of providing school facilities for the ever expanding school population has become so great that planning can no longer be accomplished at the local school level only, but there must be long

range planning on a state-wide basis. The assistance and leadership of representatives of the State Department of Education has made this possible.

A comprehensive study of school building needs was recognized as desirable and necessary to secure factual data for planning school plant construction to keep pace with Florida's fast population growth. A few building surveys had been conducted in Florida prior to 1947, but the school building survey was not widely used throughout the state until then. In that year Florida greatly expanded its base of state financial support for the public school systems of the state. The statutes provided that certain minimum building standards of safety, location, construction, design, and size be met before state monies could be released. These laws and policies were adopted to avoid inadequate planning and wasteful expenditures by inept or uninformed local school boards and superintendents.

The role of the school building survey was stressed as part of the procedure for planning school plant programs scientifically. The law requires a survey be made and a school building program adopted before school construction funds can be released by the State Department of Education. A great deal of responsibility was placed in those who administered and conducted the school building surveys.

The school population of Florida is increasing very rapidly. Some counties are growing very rapidly while others are static and a very few have decreasing school enrollments. The Florida school survey

staffs provide estimates of needs for new construction and recommend methods for financing school building programs. The recommendations of the survey staffs appear to be quite conservative for such rapidly growing counties, conservative for average growing counties, and fairly satisfactory for the static or decreasing counties.

In the opinion of the county superintendents and school board members, the recommendations of survey staffs have been on the conservative side throughout the state. However, both superintendents and school board members agree the survey has (1) provided a means of apportioning State Capital Outlay Funds, (2) given needed assistance to counties in planning their school building programs, (3) provided data for the State Department of Education on school building problems and needs, and (4) brought about a closer working relationship between the counties and the state.

The school survey has become a cooperative project with lay citizens taking an active part. Generally school officials and instructional personnel furnished spot maps, school enrollment trends, and other types of information on community development. The survey staff studied the information, visited present school buildings, proposed sites, and formulated recommendations for new school centers, new construction, and proposed methods of financing these critically important programs.

The method of conducting such school surveys is undergoing change and the trend is more toward the cooperative type of survey with lay persons participating. It might be predicted that the survey of the

future will be a school-community planning project in which the expert staff will serve largely, if not entirely, in an advisory capacity, studying the data and problems and making their recommendations in open meetings. This trend toward the use of the educational expert as a consultant makes for better public relations by allowing the citizens of the community to study, analyze and recommend ways to house the educational program. The citizens are able to determine the type program they are willing to pay for.

The use of the survey in Florida appears to have been accepted by school officials, lay citizens, and legislators as an essential part of an efficient, economical, and progressive school system.

Conclusions

From the data presented in this study, the following conclusions are drawn:

1. The overall estimates of the survey staffs in regard to new facilities, including estimated building cost, and estimated school growth have been far too conservative in rapidly growing counties; too conservative in average growing counties; and about correct in counties in which the school population is static or decreasing.

2. Superintendents and school board members of Florida believe the school survey techniques as conducted by the State Department of Education have been excellent. In the opinion of the superintendents and school board members it would be impossible to improve greatly the services which are now being rendered by survey staffs without

considerably increasing the costs of such service.

3. School principals, teachers, parents, and lay citizens generally should be represented on the pre-survey planning and data gathering committees. Representatives of these committees should meet with the survey team and discuss county needs and requirements prior to the beginning of the survey. Principals and teachers should be assigned to each sub-team to accompany the survey staff members on their inspection of survey tours. This would result in better county-wide understanding of the committee's analysis and its resulting recommendations.

4. There is need to reach more people. The survey team should give the people first hand information on the recommendations, at an official meeting of the school board, with the public invited to attend. More time should be allowed for discussion of the survey staff's findings and of the overall county educational program. People should be given a chance to voice opinions and ask questions in discussing and formulating the recommendations.

5. All the rapidly growing and average growing counties have had to build more classrooms and other facilities than were recommended by the 1950 and earlier surveys. Each successive survey has generally been treated as a continuation of the school building program planned in the original survey conducted shortly after 1947. Surveys should be made more frequently in rapidly growing counties. Many new school centers have been established in the six rapidly and average growing counties studied.

6. Not many of the nine counties studied were able to pass bond

issues prior to 1950. Section 18, Article XII of the Constitution, the Capital Outlay Amendment has provided the principal means for borrowing for capital outlay. State Board of Education bonds have been used generally to implement the recommendations of surveys conducted prior to 1953, when the Capital Outlay Amendment was adopted. In the rapidly growing counties all funds available from State Board of Education bonds have been expended and local district bond issues have been passed in addition in an effort to meet demands for housing the increasing number of pupils enrolled.

7. A majority of the superintendents and school board members believed the survey recommendations were satisfactory. Approximately 40 per cent thought them too conservative.

8. More of the superintendents and school board members felt the estimates were too conservative than too high.

9. The opinions of the superintendents and school board members concerning recommendations for new school centers were highly favorable. About 80 per cent of the superintendents and 67 per cent of the school board members felt the new centers recommended were all needed.

10. Approximately 52 per cent of the superintendents and 38 per cent of the school board members felt the recommendations for school consolidation were all desirable. There is need for careful study, a program to inform and educate the people, and an effort to develop understanding, when recommending school consolidation.

11. The methods employed by the survey staffs in reporting

findings to the community were thought to be desirable by 76 per cent of the superintendents and 54 per cent of the school board members. School board members were more hesitant in answering this question than were the superintendents.

12. There appears to be need for a brief summary survey report by the survey staff in addition to the detailed report which is made to the county school board and others who may be interested.

13. More effort is needed in reporting to aid the people of the community to understand the recommendations. Survey reports were too complex for the community. Local school officials should take the initiative in disseminating the recommendations of the survey.

14. There appears to be need for closer cooperation between local school officials and the survey staff. A member of the survey staff would provide valuable assistance to the county by working with the local school officials in interpreting and publicising the findings presented in the final survey report.

15. The rapidly and average growing counties have found it necessary to request additional surveys sooner than each five years. School building surveys probably should be conducted more often than each five year interval in rapidly growing counties. Possibly follow-up studies should be made every two years to provide assistance in implementing the survey recommendations. These follow-up studies might eliminate the necessity for spot surveys and would help determine the need for re-surveys.

16. The survey should be conducted over a longer period of time. This would result in a more informed citizenry by allowing lay people to participate in the survey. More time is needed to study economic trends, growth data, and other community information as well as estimated enrollments, property descriptions, estimated costs, and time to check computations. Bad decisions can be avoided by more careful study.

There seems to be further need:

1. For cooperation and study with school boards, superintendents, and other community citizen groups before making published report of recommendations

2. For greater uniformity of recommendations where comparable conditions of growth and size schools exist

3. For uniform minimum standards for rooms and buildings throughout the county

4. For the building survey staff to study the entire county as a unit being sure recommendations have consistency and uniformity in respect to providing school facilities for all those to be educated

5. To aid the school board in understanding the advantages of using competent school building architects

6. To plan the building program for at least five years

7. To make school buildings more flexible and adaptable for growth in school enrollment and possible changes in curriculum needs

8. To study information for securing proper sites, and how, where, and when to secure them

9. For more study in cooperation with local officials of population estimates, cost estimates, transportation costs and other related information

10. For additional storage space.

Recommendations

The data presented in this study indicates that the state school survey program should continue to be conducted without major changes. To improve this state service it is recommended that:

1. The survey team should supplement present methods for analyzing school growth, collect more detailed pertinent information, and allow more time to conduct the survey

2. More community groups, lay advisory committees, and parent-teacher association groups should be encouraged to study the possible population trends in the county under the guidance of representative(s) from the state department of education

3. There should be continuing study and research to improve school survey techniques and school building programs

4. School principals, teachers, parents, and lay citizens should be represented on the pre-survey planning and data gathering committee

5. Attention should be focused on wider diffusion of information concerning school facilities and a more adequate interpretation of the survey recommendations by the survey staff and by local school officials

at public meetings

6. A program should be organized by the central staff, or an official steering committee, to organize study of the survey report by citizen, instructional personnel, and pupils for interpretation and evaluation of the proposals made by the survey team

7. Surveys should be conducted more often than every five years if changes in the school population or other factors indicate need for changes in the program adopted

8. More assistance should be given the local school officials by the state department of education in developing the building program and in developing methods for financing the school program.

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APPENDIX A

FLORIDA SCHOOL SURVEY STAFF MEMBERS

Florida School Survey Staff Members

Staff members who served on one or more of the Florida school building surveys analyzed in this study are listed below. Position of each person at the time of the surveys is given, indicating qualifications to serve on a school survey staff. In addition to these staff members, from one to six graduate students served as assistants on most of the survey staffs. Names of persons serving as chairman or co-chairman of a survey staff are marked with an asterisk (*).

J. Pope Baird, Supervisor of Transportation, Florida State Department of Education.

Leslie J. Brown, Assistant in Finance, Florida State Department of Education.

*James T. Campbell, Assistant in Surveys and Attendance, Florida State Department of Education, University of Florida, and principal of public schools of Florida.

C. Lee Eggert, Professor of Education, University of Florida.

M. Mitchell Ferguson, Field Supervisor of Instruction, Florida State Department of Education.

*James L. Graham, Director of Administration and Finance, Florida State Department of Education; formerly Supervisor of School Plant Planning.

*J. Fred Horn, Consultant in School Plant Planning, Florida State Department of Education; formerly member of staff of Texas State Department of Education.

*R. L. Johns, (Ph. D. Columbia), Professor of School Administration, University of Florida, Gainesville; Research and Field Studies Specialist, Florida State Department of Education; formerly Director of Administration and Finance, Alabama State Department of Education.

William E. Keller, Elementary Supervisor, Orange County School System, Orlando, Florida; formerly Associate Professor of Architecture, University of Florida.

*Joseph M. Leps, (Ed. D. Columbia), Professor of Education, University of Florida, Gainesville; Assistant in Surveys, Florida State Department of Education; formerly Supervising Principal in Florida schools.

W. H. Marshall, Field Supervisor of Instruction, Florida State Department of Education; formerly Supervising Principal, Tallahassee, Florida public schools.

W. Stewart Morrison, A. I. A., State School Architect, Florida State Department of Education.

APPENDIX B

INSTRUMENTS USED TO SECURE DATA FOR THIS STUDY

Gainesville, Florida

(Date)(Name)

Superintendent of Public Instruction

County

(City), FloridaDear (Name) :

 County has been selected as one of a group of nine counties in the state to be used in a study to determine the effectiveness of the School Building Survey Program conducted by the Florida State Department of Education. This study has been approved by representatives of the State Department of Education and Dr. R. L. Johns, Head of the Department of Administration and Field Services, College of Education, University of Florida. Dr. Johns is chairman of my doctoral committee.

In order to secure data for this study, which is to be used as a part of my doctoral dissertation, I plan to visit the nine counties in central and south Florida within the next few weeks. The phases of the School Building Survey Program which we will need to discuss are recommendations for new construction and methods for financing the proposed building program which were given in the (date) survey of County.

My schedule has been planned so that I can be in your office at (time) (day), (month) (date), (year), if this is convenient with you. If not, will you please suggest a time and day which will be convenient? Our discussion should not take more than (length of time). I will appreciate your assistance, and hope to hear from you at an early date.

Sincerely yours,

Raymond E. Bittle (signed)
Graduate Student
University of Florida

CHECK SHEET FOR CONSTRUCTION

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County _____ County Group _____ County Superintendent _____

School Center	Recommendation of ____ Survey # Facility	Implemented			Reasons For Not Implementing Recommendations			Other Reasons
		F	P	N	Majority of S.B.M. Believe Recommendations Unsound	Majority of S.B.M. Believe Recommendation Sound But There was too Much Public Opposition	Recommendations Not Implemented Because Funds Not Available	
		u	a					
		l	r					
		l	t					
		l	i					
		y	a					
			l					
			l					
			l					
			y					

FINANCE DATA SHEET

Name of County _____ Date of Survey _____ Date of Tabulation _____

Financial Method Recommended	Survey Recommended		Financial Method Used		Remarks
	Yes or No	Amount	Yes or No	Amount	
Current Minimum Pro-					
gram Capital Outlay					
Allotment on Pay-As-					
You-Go-Basis					
Current Pay-As-You-Go					
Local Tax Levies					
County Wide Bond Issue					
School Capital Outlay					
Amendment					
State Board of Educa-					
tion Bonds					
Racing Commission Funds					
Federal Funds					

UNIVERSITY OF FLORIDA

Gainesville

College of Education

February 21, 1956

TO: County Superintendents of Public Instruction and Members of the
Board of Public Instruction

Gentlemen:

The Florida State Department of Education and the University of Florida are interested in your evaluation of the County School Building Survey Program authorized under the Minimum Foundation Program Law. We are making a study for the purpose of determining the strong and weak points of the School Building Surveys and what can be done to improve these surveys.

Superintendents and board members are in better position to evaluate these surveys than the members of the survey staff. Therefore, we would appreciate your assistance in evaluating these surveys by recording your opinions on the attached check list and returning it to us in the enclosed self-addressed envelope.

We are anxious to have complete returns from all superintendents and school board members. Please fill out all items on the check list. Be sure to give us any suggestions you may care to make concerning how these surveys can be improved.

We want to thank you in advance for your cooperation in making this study.

Sincerely yours,

R. L. Johns, Head (Signed)
Dept. of Educational Administration
College of Education
University of Florida

Raymond E. Bittle (Signed)
Graduate Assistant
University of Florida

CHECK LIST FOR SURVEY EVALUATION

TO: County Superintendent and Board Members

_____ County _____ Superintendent _____ Board Member

In your judgment were the survey recommendations

1. For new facilities (classrooms, lunchrooms, gym., lab., etc.)

- _____ a. much too high
- _____ b. too high
- _____ c. about right
- _____ d. too low
- _____ e. much too low

2. As to estimated cost

- _____ a. much too high
- _____ b. too high
- _____ c. about right
- _____ d. too low
- _____ e. much too low

3. As to estimated growth

- _____ a. much too high
- _____ b. too high
- _____ c. about right
- _____ d. too low
- _____ e. much too low

4. For new school centers

- _____ a. all needed
- _____ b. part of them needed
- _____ c. none of them needed

5. For school consolidation

- _____ a. all desirable
- _____ b. part of them desirable
- _____ c. none of them desirable

6. Are the methods employed by the survey groups in reporting findings to the community desirable? What suggestions do you have for reporting findings? (Use back of page if necessary)

7. What suggestions do you have for improving the School Building Surveys? (Use back of page if necessary)

APPENDIX C

FORMS USED IN FLORIDA SCHOOL BUILDING SURVEYS

County

SCHOOL PLANT INFORMATION
(To be filled in by Principal)

School _____ Official School Number _____
Principal _____ Grades in School _____ Race) _____
(Signature) _____ (Negro _____
Address _____ Date _____ 19 _____

If both elementary and high schools are housed in the same building, use only one form, but if in separate buildings, use one form for each.

I. SITE

1. Number of acres _____
2. Type of soil _____
3. Can site be economically enlarged? _____
4. What should be done to enlarge or improve your school site? _____

5. What playground and recreation facilities do you need? _____

II. BUILDINGS

1. Give information below for each building at your school center:

Name or type of unit	Year constructed	Original No. of cost stories	(Temp. or permanent) Type of construction: Brick, frame, etc.
-------------------------	---------------------	---------------------------------	---

SCHOOL PLANT INFORMATION (Continued)

III. SERVICE SYSTEMS

1. Heating (check proper spaces): No heating _____
- (a) Central _____ Hot air _____ Steam _____ Water _____
- (b) Unit type _____ Circulating heater _____ Common stove _____
Jacketed heater _____
- (c) Fuel: Wood _____ Coal _____ Gas _____ Oil _____
- (d) Are gas and oil heaters vented? _____
- (e) Is heating satisfactory? (Detail) _____

2. Toilets and Plumbing

- (a) Drinking fountains: Number inside building _____ Number
outside building _____
- (b) Type of toilets: Flush _____ Pit _____ Surface _____ None _____
- (c) Material for toilet floors _____
- (d) Sewage disposal: City _____ Septic tank _____ Other _____
- (e) Facilities available: _____

Member- ship	No. of toilet rooms	No. of stools	No. of urinals*	No. of lava- tories	No. of slop sinks	No. of showers
Boys						
Girls						
Teachers						
Custodians						
Total						

*For trough urinals, count 18 inches as one urinal.

SCHOOL PLANT INFORMATION (Continued)

3. Water Supply

- (a) Water is obtained from: City water system ___ A power operated pump on site ___ A pitcher pump ___ A force pump on site ___ Other system ___ No water available at the school ___
- (b) The source of water is: City system ___ Bored well ___ Driven well ___ Spring ___ Other ___ None ___

4. Artificial lighting

- (a) Kind: Electric ___ Gas lamps ___ Oil lamps ___ None ___
- (b) Lights are provided for: Classrooms ___ Halls ___ Toilets ___ Auditorium ___
- (c) If lighting system is not satisfactory, explain _____

5. Special equipment (Check the following special equipment provided in your school): First aid cabinet ___ Electric clock system ___ Automatic signal service ___ Public telephone ___ Public address system ___ Chemical fire extinguishers (number) _____ Audio-visual aid equipment ___ Other _____
- _____
- _____

SCHOOL PLANT INFORMATION (Continued)

IV. CLASSROOMS

(Do not include special rooms and laboratories listed under V.)

Grades ship (close of last mo.)	Member-	Stand.* classrooms		Sub-stand.	Total no.	Standard
		in use in	Temp.	in use	in use	classrooms not used
		Perm. Bldg.	Bldg.			
1-6						
7-9						
10-12						
Total						

*A Standard classroom is about 22 x 30 feet.

Number of classrooms having: Fixed desks ___ Movable desks ___ Tables and
chairs ___ Benches ___Total Number: Fixed desks ___ Movable desks ___ Pupil's tables ___
Chairs ___ Benches ___

Give the following information for one of your typical classrooms:

- (a) Dimensions of room: Width ___ Length ___ Height ___
- (b) Number of square feet glass area ___ Number of windows ___
- (c) Number of inches from top of window to ceiling ___
- (d) Number of lineal feet of chalkboards ___ Material ___
- (e) Number of square feet of bulletin boards ___
- (f) Color of: Walls ___ Ceiling ___ Wainscoting ___
- (g) Material in floor ___
- (h) How is floor finished? ___

SCHOOL PLANT INFORMATION (Continued)

- (i) Seating: Condition _____ Suggestions for improvement _____
- _____
- (j) What cabinets and bookcases are built-in? _____
- (k) What provision is made for wraps? _____
- (l) Number ceiling electric outlets _____ Number base outlets _____
- (m) Are ceiling outlets on one or two switches? _____
- (n) Shades: Kind _____ Condition _____
- Suggestions for improvement _____
- _____

V. SPECIAL ROOMS AND LABORATORIES

(If a special room is used for more than one purpose, list under one heading only.)

Kind	No. of rooms		Size		Equipment		Storage	
	Stan- dard	Emer- gency	Wd.	Lg. Hgt.	Adeq.	Inadeq.	Adeq.	Inadeq.
Science								
Household Arts								
Gen. Shop								
Agri. Shop								
Commercial								
Drawing and Art								
Music								
Audio-visual								
Band								

SCHOOL PLANT INFORMATION (Continued)

VI. GENERAL SERVICE ROOMS

Kind	No. of rooms		Size			Equipment		Storage	
	Stan- dard	Emer- gency	Wd.	Lg.	Hgt.	Adeq.	Inadeq.	Adeq.	Inadeq.
Cafeteria									
Gymnasium									
Library									
Auditorium									
Shower and									
Locker rooms									

VII. ADMINISTRATIVE ROOMS

Give number of administration offices Teachers rooms
 Health rooms Student activity rooms Custodial service
 rooms

VIII. ROUGH SKETCHES

Attach separate 8 1/2 x 11 sheets (identified by giving name of school, identity of building and floor) as follows:

- (a) Draw a plot plan of your school site showing location and shape of plot, buildings, compass directions, adjacent roads or streets, playgrounds, parking, and garden areas.
- (b) Draw plan for each floor showing rooms and corridors and label rooms according to use.

PREPARATION OF SPOT MAPS FOR SURVEY

The survey cannot be made in any county until satisfactory spot maps have been prepared as explained below. If any county has prepared spot maps which have been used as a basis for a survey during the past year, it will not be necessary to prepare additional maps at this time. (For additional information regarding maps and plans for preparing maps, see Florida School Bulletin, February, 1945, page 8 following).

Obtaining Basic Maps.

A map drawn to a scale of one inch to a mile is most satisfactory for the average county. These may be obtained from the Florida State Road Department, Division of Research and Records, Tallahassee, Florida, for the price of \$1.00 per copy. In a few counties with very sparse population, maps of a scale of one-half inch per mile may be acceptable. These may also be obtained from the State Road Department at a somewhat lower price. However, such maps should not be used without the approval of the State Department of Education. For urban areas having a population of 2500 or more, urban maps are necessary. These may usually be obtained from city authorities.

Number of Maps Needed.

For work maps, enough copies should be obtained so that the map may be divided into portions which would include the entire attendance area of each school. Each principal should have at least the portion of the map which will include his entire attendance area. For this purpose, usually from four to ten or twelve maps will be needed, depending upon the situation in the county. In addition to these work maps, usually about eight additional maps will be required as a basis for final spot maps as explained below. The same general provisions regarding number of maps will apply both to urban and rural maps.

Preparation of Preliminary Spot Maps for Each School.

The preparation of school spot maps can and should be a valuable learning experience for pupils, teachers, principal and patrons. Each pupil must be located accurately. In rural areas, land descriptions may be used. Pupils, parents and teachers should know about sections, townships and ranges. Each pupil can then be located by the quarter of the quarter section in which he lives. The fact that a pupil lives in the northwest quarter of the northwest quarter of a certain section, township and range, will provide a sufficiently accurate location for map purposes. Pupils for whom it is impossible to obtain correct section locations, may be located with reference to distance from school, roads, streams and other features shown on the map. In urban areas, pupils may be located by street numbers and blocks. Separate work maps should usually be prepared for elementary, junior and senior high schools and

PREPARATION OF SPOT MAPS FOR SURVEY (Continued)

pupils, but in very sparsely populated areas, one map may suffice if appropriate symbols are used. Each work map should be properly identified, for example: "White Elementary pupils, Riverside School", or "Negro Senior High School Pupils, Hillcrest School".

Symbols for Work Maps.

Each school should be accurately located by a large circle (about one-half inch on a map having a scale of one inch to the mile). On the elementary school map, elementary pupils should be shown by dots large enough to be readily identified (for example, about one-eighth inch, thus $\cdot$). Pupils who are not transported at public expense should be shown by black dots. Pupils who are transported at public expense should be shown by red dots. If there are any pupils of elementary school age who are not in school, their location should be shown by small crosses, thus x.

For the location of junior high school pupils, the same procedure should be followed except small triangular dots, thus Δ , should be used instead of small round dots. For senior high school pupils, the same procedure should be used, but small square dots, thus $\square$, should be used. In each case, the distinction should be made as explained above between pupils transported at public expense, pupils not transported, and pupils of school age who are not in school.

Preparation of Final (Official) Spot Maps for Each County.

The work map or maps for each school should be sent to the office of the county superintendent after all children have been properly located on the map as indicated above. Incomplete or inaccurate maps will not be acceptable. The county superintendent is to specify the date by which all work maps are to reach his office and check to be sure that the necessary maps are available and have been properly prepared for each school.

The final maps are to be based on the preliminary or work maps. Separate maps should be prepared for white and for negro schools and for each of the following:

1. Elementary schools.
2. Junior high schools.
3. Senior high schools.

(In very sparsely populated counties, the junior and senior high school maps may be combined if approved by the State Department).

Spot maps should be neatly and accurately prepared and should be

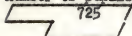
PREPARATION OF SPOT MAPS FOR SURVEY (Continued)

properly labeled. For example, "White Elementary School Spot Map, _____ County, (October, 1947)."

In preparing the final spot maps, the following plan should be used in locating pupils: Use a different color for the pupils attending each adjacent school, with the colors so selected and arranged that the map will show the pupils attending each school. Thus, pupils attending a given school may be spotted in black; those attending a school to the right, in red; those attending a school to the left, in green; those attending a school to the north, in purple; those attending a school to the south, in brown, and so on, repeating the above color plan.

Locate each school with a large circle (about one-half inch on a map with a scale of one inch to a mile). Below the location of the school, print the name, the grades included, and the number of pupils as shown on the map. For example: Fall Creek, (1-6 - 450).

On the county maps show by heavy lines the boundaries of any densely populated urban area in which individual pupils cannot be spotted. The number of pupils should then be written in the enclosed area, thus



A procedure similar to that proposed in the second and third paragraphs above, should be used in preparing urban maps, except the pupils on the urban maps should be spotted in the block in which they live.

In preparing the final maps, rubber stamps and stamp pads may be used or the eraser of a pencil may be cut to the required size and shape and used with a stamp pad.

These maps, when completed, are to be kept in the office of the county superintendent for use of the survey staff, and thereafter are to be kept on public display in the office for a period of at least six months, and thereafter are to be kept as a part of the permanent files of the county.

SCHOOL PLANT INFORMATION FOR INDIVIDUAL SCHOOLS.

At the preliminary meeting, each principal will be given a copy of the School Plant Information form which is to be used by the principal in compiling information for his school plant. The form for each school must be completely and correctly filled out, with the building and site plans drawn in as indicated. When completed, this form should be sent to the office of the county superintendent along with the work maps for the school. The survey cannot be begun until this information is available for all schools in the county.

SCHOOL PLANT SURVEY
GENERAL INFORMATION FIELD NOTES

Date _____

School _____ Race _____ Grades Taught _____

Enrollment _____ Prepared by _____ County _____

Analysis

Comments and Recommendations

I. Site:

No. of acres Too small Satis. _____

Cond: Negl. Partly Unimpr. Satis. _____

Contour: Rough Sloping Satis. _____

Soil: Low Sandy Satis. _____

Environment: Unsatis. Satis. _____

Play areas: Undevel. Satis. _____

Location of building on site: Poor _____

Satis. _____

II. Building:

No. stories _____ Type of constr. _____

Condition _____

Paint: None needed Color _____ Cond. _____

Foundation: Type _____ Material _____ Cond. _____

Roof: Type _____ Material _____ Cond. _____

Corridors: Narrow Dark Satis. _____

Stairways: Not Needed Inadeq. Satis. _____

Floor: Untreated Oiled Sealed _____

Splintered Satis. _____

III. Service Systems:

Cleaning: Method _____ Satis. _____

Heating: Satis. _____ Type _____

Water supply: Satis. _____ Source _____

Artif. lighting: None Inadequate _____

Satis. _____

Type _____

Toilets: Type _____ Cond. _____

SCHOOL PLANT SURVEY
GENERAL INFORMATION FIELD NOTES (Continued)

IV. Classrooms:

Size: Too small Too wide Satis.

Decoration: Need paint Wrong Color

Satis.

Cloak and storage facilities: None

Cloakrooms Lockers Closets

Blackboards: Too much Too little

Satis.

Natural lighting: Satis. Unsatis.

V. Special Rooms:

Science Lab.

Homemaking Suite

Shops

Music

VI. General Service Rooms:

Gymnasium

Auditorium

Visual Aids

Lunchroom

VII. Administration Rooms:

VIII. General Observations and Recommendations:

INSTRUCTIONS FOR USING "INVENTORY OF FACILITIES" CHECK SHEET

1. The estimated desirable capacity is the desirable capacity of the present plant including rooms now under construction. Estimate the capacity of elementary schools by multiplying the number of satisfactory classrooms by 30. Estimate the capacity of high schools by multiplying the number of satisfactory classrooms by 30 and add to this number the average number of pupils cared for throughout the day in special service and general service rooms. Check your estimate of high school capacity with the principal.

2. The inventory should include rooms under construction as well as the facilities now available.

3. Count as satisfactory any facilities which are reasonably usable for ten years or more. Classrooms in permanent buildings should not be considered as satisfactory unless they were built to serve as classrooms. Normally a classroom, in order to be satisfactory, should have at least 650 sq. ft. of floor area.

The general and special service rooms should be counted as satisfactory if the structure of the building is satisfactory even if the facilities are too small. A special note should be made if the special service rooms or the general service rooms should be enlarged. Comments can be written on the line devoted to each facility.

4. If a lunchroom is also used as an auditorium, count the facility only once and write after the word "lunchroom" the word "auditorium." If a gymnasium is also used as an auditorium, count the space only once and write after the word "gymnasium" the word "auditorium."

5. If the auditorium, lunchroom corridor, library, or some other improvised space is used as a classroom count it as a classroom also but list it under improvised space.

6. Unsatisfactory rooms or areas should include all spaces which should be replaced within the next few years. You will note that the last column has been changed so that you can record the facilities provided in obsolete buildings. An obsolete building is defined as one which is so worn out and unsuitable for school use that it cannot be satisfactorily renovated and therefore, should be replaced within the near future.

7. Do not count the same space twice, that is, if there are two science rooms in a building, record them under science but do not record them as classrooms. The vocational agricultural building may have one classroom and a shop and, therefore, one should be included as a classroom and the other as the agricultural shop. The same thing may be true of a home economics suite. The only exception to this rule of not counting the same space twice, is in the case of an

INSTRUCTIONS FOR USING "INVENTORY OF FACILITIES" CHECK SHEET (Continued)

auditorium or cafeteria, etc. being used as a classroom as indicated above.

8. The inventory sheet should summarize all the facilities at each center including all buildings.

9. Record the playing area of the gymnasium and the shower and locker rooms as separate areas.

INVENTORY OF FACILITIES

School Center _____ Est. Des. Cap. _____ Grades _____ Race _____

Name of Facility	No. of Satisfactory Rooms or Areas		No. of Unsatisfactory rooms or areas used in			
	used	unused	Improvised space in Perna. Bldgs.	Temporary Bldgs.	Non-publicity Owned Bldgs.	Obsolete Bldgs.

CLASSROOMS _____

SCIENCE _____

HOUSEHOLD
ARTS _____

GEN. SHOP _____

AGRI. SHOP _____

OTHER SHOPS _____

COMMERCIAL _____

DRAW. & ART _____

MUSIC _____

BAND _____

AUDIO-VISUAL _____

LUNCHROOM _____

GYMNASIUM _____

SHOWER &
LOCKER ROOM _____

LIBRARY _____

AUDITORIUM _____

ADMIN. SUITE _____

EXPLANATION OF SYMBOLS AND PLAN OF CLASSIFICATION OF SCHOOL CENTERS
FOR APPROVAL OF CAPITAL OUTLAY PROJECTS FINANCED FROM FOUNDATION
PROGRAM CAPITAL OUTLAY FUNDS AND REQUIRED MATCHING FUNDS

CAPITAL OUTLAY CLASS I (C-1)

Center well located to serve a substantial number of pupils for many years in the future, where county board should proceed with such steps as are necessary, including use of any part of the capital outlay portion of the Foundation Program Fund when properly included in the budget, to provide adequate school plant facilities in accordance with recommendations of the survey subject to such amendments as are made necessary by future trends and new developments.

CAPITAL OUTLAY CLASS II (C-2)

Center which evidence indicates will probably be a permanent center but evidence is not conclusive. Has practically the same status as a C-1 center except status should be reviewed and supporting evidence of need submitted before major construction undertaken. Capital outlay projects specifically recommended by survey report may be undertaken when properly included in the budget.

CAPITAL OUTLAY CLASS III (C-3)

According to present indications this center will probably be used for a number of years. Foundation Program funds may be used only for necessary lighting, sanitation, safety and heating improvements at such centers. New construction or addition cannot be made at this center from Foundation Program Funds without further study and re-classification.

CAPITAL OUTLAY CLASS IV (C-4)

Center which should be discontinued as soon as adequate facilities can be provided at an appropriate center. If it is not possible to discontinue this center immediately, Foundation Program Funds may be used for lighting, sanitation, safety and temporary heating improvements. Generally speaking, the improvements made at such centers should be largely salvageable when the center is discontinued.

CAPITAL OUTLAY CLASS V (C-5)

Center which should be closed in the immediate future. No capital outlay expenditures from Foundation Program Funds can be authorized for such centers.

-
1. No capital outlay expenditure should be made for the improvement

EXPLANATION OF SYMBOLS AND PLAN OF CLASSIFICATION OF SCHOOL CENTERS
FOR APPROVAL OF CAPITAL OUTLAY PROJECTS FINANCED FROM FOUNDATION
PROGRAM CAPITAL OUTLAY FUNDS AND REQUIRED MATCHING FUNDS (Continued)

of a building recommended for abandonment regardless of the classification of the center at which it is located.

2. A center may be reclassified at any time the evidence indicates that a reclassification is necessary. Thus a center designated as Class IV may be reclassified as a Class II center if there is a substantial increase in population in the community.
3. If a school is classified as a Class I center for elementary purposes and as a Class IV center for junior high school purposes, permanent construction should be justified in terms of the need for elementary rather than for junior high school purposes.
4. Foundation Program capital outlay funds may be used for temporary construction at a Class I or Class II center if such temporary construction is necessary to meet the needs of pupils where adequate facilities cannot at present be provided on a permanent basis.

FLORIDA SCHOOL SURVEYSBUILDING WRITE-UP SAMPLE FORM

Be concise, use no unnecessary wordage, but give a clear picture of the condition and adequacy of the building.

SCHOOL CENTER _____ RACE _____ GRADES _____

SITE: The well-drained, five acre site is located on a heavily traveled highway. The grounds are mostly bare of grass but have been organized into well defined play areas. Attractive and well arranged shrubs have been planted around the main building. The area is inadequate for a school of this size, and should be expanded if possible to at least 12 acres.

BUILDING: The plant consists of the following buildings: (a) a two story brick building constructed in 1922 and a one story brick addition constructed in 1935; (b) a concrete block lunchroom constructed in 1946; (c) two barracks-type buildings used for classroom purposes; (d) a converted residence used for home economics; and (e) a concrete block shop building for vocational agriculture constructed in 1946.

The plant contains the following facilities: (a) twelve satisfactory classrooms and four temporary barracks-type classrooms; (b) one science room; (c) a gymnasium; (d) a lunchroom; (e) a very inadequate library; (f) a principal's office; (g) a health clinic; and (h) a teacher's lounge.

The masonry buildings are heated by an oil-fueled steam system. Other buildings have oil-fueled space heaters. An electric pump supplies water and septic tanks dispose of sewage. (Continue with any other comments you care to make concerning the condition and adequacy of the plant.)

RECOMMENDATIONS

A. Center: This center is classified as C7 for grades _____
(Give one or two sentence explanation for this recommendation.)

B. New Construction: Three additional classrooms, a home economics suite, a library.

Estimated Cost: \$ _____

C. Major Alterations: Present building should be rewired and new electric fixtures installed. A central heating plant should be provided.

Estimated Cost: \$ _____

SCHOOL SURVEY WORK SHEET FOR COST ESTIMATES

Center _____ Race _____ Grades _____ to _____

1. Prospective membership: Elem. H.S. 2. Estimate of needed
(1-6) (7-12) classrooms

Pupils from:			
Totals			

Elem. 30) — (

H.S. 30) (

Add for growth

Total

Less available

ROOMS

Additional rooms

needed

3. Estimate of floor area and costs:

Classrooms: primary at 1000 sq. ft.

elem. at 750 sq. ft.

H.S. at 650 sq. ft.

Toilets:

Special Rooms: Science Laboratories
Home Making Suite
Ind. Arts Suite
Agriculture Shops
Commercial Rooms
Music and Art

General Service Rooms: Auditorium
Lunchroom
Library
Gymnasium
Gen. Purpose
Storage, etc.

Administrative Suite:

TOTAL

[illegible]

SCHOOL SURVEY
WORK SHEET FOR COST ESTIMATES (Continued)

Plus 20% for corridors, etc.

Estimated Total Square Feet:

at \$ _____

Estimated Cost of Construction

\$ _____

Alterations: _____

\$ _____

Total New Construction & Alterations

\$ _____

APPENDIX D

TABLES USED IN FLORIDA SCHOOL BUILDING SURVEYS

TABLE I

TRENDS IN AVERAGE DAILY MEMBERSHIP BY SCHOOLS

County, Florida

Name of School	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	Latest Analysis for 1954-55	
	-46	-47	-48	-49	-50	-51	-52	-53	-54	-55	Month	First Highest Last Month Month Month

WHITE SCHOOLS

Grades 1-6

Grades 7-9

Grades 10-12

NEGRO SCHOOLS

Grades 1-6

Grades 7-9

Grades 10-12

TOTAL WHITE:

TOTAL NEGRO:

GRAND TOTAL:

TABLE II
 INFORMATION FOR CURRENT SCHOOL YEAR
 19 FOR EACH SCHOOL CENTER

_____ County, Florida

School Center	Grades Taught	<u>Number of Teachers</u>		<u>No. of Pupils Enrolled at</u>		
		Jr.	Sr.	<u>Opening of School</u>		
		Elem.	H.S.	H.S.	Elem.	Jr. H.S. Sr. H.S.

WHITE SCHOOLS

Total

NEGRO SCHOOLS

Total

TABLE III

PRESENT CAPACITY OF SCHOOL BUILDINGS, ESTIMATED MEMBERSHIP 19 ____,
AND ADDITIONAL CAPACITY NEEDED 19 ____,

SCHOOL CENTER	I. MEMBERSHIP 19 ____ 1-6 7-9 10-12	II. ESTIMATED DESIRED CAPACITY	III. ESTIMATED MEMBERSHIP 19 ____ PRESENT ATTENDANCE AREA 1-6 7-9 10-12 TOTAL	IV. MEMBERSHIP RECOMMENDED TO BE RETAINED 1-6 7-9 10-12	TEAM

TABLE III

PRESENT CAPACITY OF SCHOOL BUILDINGS, ESTIMATED MEMBERSHIP 19 __ __, AND ADDITIONAL CAPACITY NEEDED 19 __ __ (Continued)

V. MEMBERSHIP RECEIVED FROM OTHER AREAS	VI. MEMBERSHIP SENT TO OTHER AREAS			VII. TOTALS OF COLUMNS IV AND V	VIII. ADDITIONAL CAP. NEEDED COL. VII - COL. II
	1-6	7-9	10-12		
1-6 7-9 10-12	1-6	7-9	10-12	1-6 7-9 10-12 TOTAL	

TABLE IV
RECOMMENDED CLASSIFICATION OF SCHOOL CENTERS
FOR CAPITAL OUTLAY PURPOSES

_____ County, Florida

School Center	Proposed Classification		
	Elem.	Jr. H. S.	Sr. H. S.

TABLE V

RECOMMENDED FACILITIES, SQUARE FEET OF NEW CONSTRUCTION, ESTIMATED COSTS

Center	Class-	Other	Number	Cost at Major		Total
	rooms	Facilities	Square	\$	Alterations	
	Needed	Needed	Feet	Square	to present	
				Feet	Building	

BIOGRAPHICAL SKETCH

Raymond Earl Bittle was born in Marilton, Arkansas, May 14, 1917, the son of Andy and Gracie Mae Bittle, who moved to Oklahoma when he was one year old. He attended public schools in Rosedale, Oklahoma, and entered Central State Teachers College, Edmond, Oklahoma, in 1934. He received the degree of Bachelor of Science in Education in 1937. He received the degree of Master of Arts from Mississippi Southern College, Hattiesburg, Mississippi in 1952 and the degree of Master of Education in 1954.

From 1937 to 1940, he served as teacher and supervising principal in the public schools of Meridian, Chattanooga, and Bradley, Oklahoma. In 1941, he was elementary principal-teacher in the Vaughn, New Mexico schools. In 1942, he entered Civil Service, teaching radio and radar for the Army Air Corps. In 1943, he entered the U. S. Navy as aerial navigator and served for three years. Upon release to inactive duty in 1946, he returned to Civil Service with the U. S. Air Forces. He has been instructor, examiner, and supervisor of electronic courses for training airmen and officers of the U. S. Air Forces from 1947 to 1954.

He was married to Lorayne M. Semple of Miami, Florida, in 1948. They have two children, Chris and Barbara.

He is a member of Phi Delta Kappa.

This dissertation was prepared under the direction of the chairman of the candidate's supervisory committee and has been approved by all members of that committee. It was submitted to the Dean of the College of Education and to the Graduate Council, and was approved as partial fulfillment of the requirements for the degree of Doctor of Education.

August 11, 1956

J. B. White
Dean, College of Education

Dean, Graduate School

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